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ABSTRACT

A biennial evaluation of the adequacy and effectiveness of New Jersey's vocational education delivery systems in meeting Perkins Act purposes and their coordination with the Job Training Partnership Act (JTPA) resulted in 19 recommendations. Respondents to a survey of country vocational districts, JTPA service delivery areas, and community colleges identified three barriers to educational coordination: access to training via public transportation, performance-based contracts, and class scheduling. Opinions of practitioners and consumers of vocational services regarding the delivery system that were presented at public meetings were incorporated into the evaluation. The State Council on Vocational Education made recommendations to restructure and revitalize occupational education. A task force also offered recommendations for preparing at-risk youth. Recommendations from this evaluation included the following: definition of occupational education, comprehensive career education, WorkLink, articulation, market-based outcome-oriented accountability system, integrated vocational and general education, Youth Apprenticeship option, linkage between secondary education and apprenticeship, new construct for cooperative education, competency-based education, vocational education certification, restructured career counseling, integrated career guidance, "best practices" identification, and linkages to business and labor. (YLB)

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FOURTH BIENNIAL EVALUATION

(Program Years 1991 and 1992)

OF THE

VOCATIONAL EDUCATION SYSTEM

AND THE

COORDINATION BETWEEN JTPA AND VOCATIONAL EDUCATION

JIM FLORIO
GOVERNOR

DAVID L. CRAWFORD
CHAIRPERSON

U.S. DEPARTMENT OF EDUCATION
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THE NEW JERSEY STATE COUNCIL ON VOCATIONAL EDUCATION
CN 940
TRENTON, NJ 08625
TELEPHONE - (609) 984-2285
FAX - (609) 633-1359

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In the last two years, New Jersey has taken four particularly important steps to enhance its workforce developmental system.

- On March 15, 1991, New Jersey became the first state to integrate its State Council on Vocational Education with its principal human resource policy body, the State Employment and Training Commission. Since then other states have followed suit, and the Congress has encouraged this approach in the 1992 amendments to the JTPA.

- In December of 1991, New Jersey became the first state to develop a comprehensive unified state plan to guide all components of its workforce readiness system.

- In July, 1992, New Jersey's Workforce Development Partnership Act dedicated approximately $50 million per year to retraining the state's labor force.

- In the fall of 1992, New Jersey began a major effort to facilitate the school to work transition with a new credential to document high school achievement for prospective employees.

These actions, which have placed New Jersey in the vanguard of the national movement for workforce quality, would not have been possible without bipartisan leadership from Governor Florio and the state legislature, strong support from business and labor, and the cooperative efforts of the employment and training community.

The New Jersey State Council on Vocational Education is pleased to submit this report on a key contributor to the quality of New Jersey's workforce -- the vocational education system.

David L. Crawford

David L. Crawford, Ph.D.
Chairperson, NJSCOVE

ABSTRACT

This biennial evaluation of the adequacy and effectiveness of New Jersey's vocational education delivery systems (secondary and postsecondary) and their coordination with the Job Training Partnership Act (JTPA) is the fourth since 1984, when the Perkins Act made such review a requirement of State Councils. This is the first report under the 1990 Amendments to that vocational-education Act, and is the initial study by the recently reconstituted New Jersey State Council on Vocational Education.

Among the score of tasks which the Congress asks of State Councils, none has greater potential for modernizing and strengthening vocational education than the mandate to recommend practical ways to facilitate joint planning and collaboration between the providers of occupational training across the State. To that end, this evaluation offers 19 recommendations in the broad scope of improving and coordinating programs and services among vocational delivery systems.

These recommendations were developed in partnership with the State Employment and Training Commission with whom the State Council has worked since 1991 in a human resources mission that has become a national model of synergy replicated by many states. The Council's and Commission's principal aim is to foster an integrated approach to meeting the economic needs of New Jersey.

Specifically, these recommendations target work-based-learning. They encourage a new construct for cooperative education, a youth apprenticeship option, and the expansion of "tech-prep" as a means to further the economic opportunities of our non-college bound youth, and, by corollary, the future of New Jersey and the nation. They urge accountability based on labor market outcomes, employment data, and external assessment of student outcomes. They strongly suggest a competency-based vocational curriculum and inclusion of the eight cornerstone skills defined in the SCANS reports. In a few words, the thrust of this evaluation is *work*: schoolwork and teamwork.

New Jersey received in 1990 and 1991 through both JTPA and Perkins more than $80,000,000 each year. Vocational education's and training programs' share of this was $56,000,000, a substantial portion of which was earmarked to benefit the disadvantaged, special populations, and the underemployed. The Department of Education's allocation of $20,000,000 was distributed by federal prescript to secondary vocational schools or local educational consortia (75 percent), to programs for single parents, displaced homemakers, and single pregnant women and to sex equity programs (10.5 percent), to State leadership activities (8.5 percent), to State administration (5 percent), and to Corrections (1 percent).

Similarly, in the year ending June 30, 1992, the JTPA spent $30,000,000 among New Jersey's 17 service delivery areas (SDAs) on contracts, $2,000,000 on administration, and $14,000,000 on summer youth employment training programs. Of the SDA allocations, $15,000,000 went to adult training contracts, and $11,000,000 to youth contracts. The balance of the $30,000,000 was distributed by formula: Older workers (3 percent), Incentive awards (6 percent), and Educational coordination (8 percent - 80 percent).

The JTPA has six benchmarks to determine the extent to which SDAs achieve its purpose; viz., to prepare adults and youth, especially those who face serious barriers to employment; for entry

into the labor force. These numerical standards for each SDA, adjusted for local socioeconomic conditions, are displayed on pages 35-37 with the performance actually achieved by each SDA. Statewide, New Jersey exceeded five of the six standards. It failed the Youth Entered Employment Rate, the measure of youth terminees who entered the labor force. Locally, twelve of the service delivery areas exceeded the standards set for the six benchmarks, two met or exceeded all standards, two failed one of the standards, and one failed two of the six standards.

Strong legislative mandates presently exist in the JTPA and the Perkins Act requiring coordination between education and job training providers. Eight percent of the State's JTPA allocation has been setaside to support this collaboration, with 20 percent stipulated to facilitate cooperative agreements between state agencies and 80 percent to provide education and training services to eligible clients.

New Jersey's 20 percent funds were administered through the Department of Labor in the program years under review. A finding of this evaluation is that coordination activities were minimal. It should be pointed out that there has been little guidance to the States on how the Congress intended the funds to be used. In the most recent program year, 44 percent of the 8 - 20 percent allocation was not expended.

Since State Councils are charged to evaluate the educational coordination between the Department of Education and the JTPA, NJ SCOVE surveyed the 21 county vocational districts, the 17 JTPA service delivery areas, and the 19 county community colleges. The overall response rate was 60 percent. Seventy-five percent of the vocational schools and 70 percent of the JTPA entities replied.

The major discovery from the respondents was that access to training via public transportation, especially in the evening, was as much a barrier, if not more, to educational coordination as performance-based contracts and class scheduling. These three in that order were the obstacles cited most frequently by both vocational education and the SDAs. Another finding of the study which is consistent with the access-scheduling impediments is the percentage of training slots contracted to proprietary schools. This expense represented 40 percent of the contract costs in PY 1991. NJ SCOVE infers that the private sector can overcome the coordination difficulties.

In summary, the Council concludes that

- JTPA and vocational education are inspired by different incentives and goals, but vocational education should become more market-driven than it has in the past;
- Informal staff contacts comprise most of the educational coordination activities, but a "best practices" study could identify coordination that works in New Jersey;
- The Occupational Competencies Project, begun in 1989 and funded in both years under review, should be assisted and staffed to complete the work of producing employability skills lists for as many occupational areas as possible;
- Special populations are being served to the extent of their representation in the population consistent with the intent and rule of the Perkins Act;
- Career pathways of differing style and content - from youth apprenticeships to tech-prep - are vital to the welfare of our traditional non-college bound youth and to the economy of New Jersey. The Department of Education should encourage their implementation.

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Kathy Spivey - Spivey Enterprises

State Board of Education Liaison

Deborah P. Wolfe, Ed.D.

Contributors

Richard Uberti, Ph.D.

Erik Olbeter (Research Intern)

William A. Tracy

Patricia Cooper

Roger Emig

Frances Griffith

Suzanne Guibert

Karen Holmes

Nancy Kopp

Henry Plotkin, Ph.D.

Diane Springsteen

Ann Watkins

1990-1992 EVALUATION
OF
THE VOCATIONAL EDUCATION SYSTEM AND COORDINATION BETWEEN JTPA AND VOCATIONAL EDUCATION

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INTRODUCTION

This is the tenth anniversary of the controversial study, A Nation at Risk, whose analysis of the relatively dismal performance of the United States in K - 12 education among industrialized nations caused widespread public debate and action in many state education agencies including New Jersey.

A finding of the document was that half of our children pursue the "general" track, "preparing them neither for work nor college."[1] The report stated that if any other country had attempted to force American children into such a low quality and poor outcome system, it would be tantamount to an act of war. The rhetoric was strong, but effective in raising concerns for our non-college bound youth.

The following year Congress redesigned the vocational education act passed twenty years earlier. The new act provided funds for the expansion, improvement, and modernization of vocational education programs, and for special populations, especially the disadvantaged, people with disabilities, and those with limited English proficiency, to effect their inclusion in the American workforce.

This study examines the last year of funding under that law, and the first year under the Carl D. Perkins Vocational and Applied Technology Amendments Act of 1990. Each of the two Perkins Acts requires a biennial review by the State Council on Vocational Education of the state's performance under its federal funding.

Four significant factors have emerged lately. First, A Nation at Risk paved the way for a variety of vocational education studies focusing on the **preparation of American workers**. More recent advocates of experimentation include **Investing in People**[2], **America's Choice**[3], and the **SCANS**[4] reports - to cite only a few. New Jersey is one of the first states to respond to this call. In March of 1992, Governor Florio adopted the Unified State Plan for New Jersey's Workforce Readiness System, the first strategic framework for synthesizing all employment, training and occupational education resources into a holistic system.

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[1] A Nation at Risk: The Imperative for Educational Reform, A Report to the Nation and the Secretary of Education, National Commission on Excellence in Education, 1983.

[2] Investing in People, Commission on Workforce Quality and Labor Market Efficiency, 1989.

[3] America's Choice: High Skills or Low Wages, National Center for Education and the Economy, June, 1990.

[4] "What Work Requires of Schools," A SCANS (Secretary's Commission on Achieving Necessary Skills) Report, June, 1991.

Second, a number of new economic analyses have contrasted the education given to the majority of American youngsters with the **higher quality of the workforce in other countries.**[5] The northern European apprentice experience stands out as exemplary in this regard, and is the current standard by which each state has begun to measure what it is doing to educate its "neglected majority."[6]

Third, corporate restructuring, sometimes called **"downsizing,"** has caused large industries to lay off tens of thousands of workers since 1990. Middle management employees, 3 to 5 percent of the workforce, have been casualties in ratios far greater than their proportion of the labor market.

The governing mindset, the "lean and mean machine," comes from the organizational principles of total quality management, "just-in-time" production and synchronized manufacturing, imported characteristics of America's major trade rivals. **Their workforces have basic academic competencies, constructive work attitudes, technological training, and teamwork skills. These traits have become the hallmark of a superior vocational preparation.**[7]

Fourth, while the Great American Job Creation Machine, **specializing in innovation and invention**, has not slackened its pace, what is needed are workers with the process skills to move patents into cost-efficient production. Bioengineering, civilian aviation, compact and video discs, computer chips, high resolution television, lasers, microelectronics, and robots are American technologies which have been re-engineered by our competitors and produced more cheaply by their more efficient workforces.

The September 25, 1990 reauthorization of the Perkins Act reflected these concerns in its statement of purpose, viz., "to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of its population . . ."[8]

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[5]Ray Marshall and Marc Tucker, Thinking for a Living, Education and the Wealth of Nations; Dale Parnell, The Neglected Majority; Robert Reich, The Work of Nations, etc.

[6]"Youth Apprenticeship: Keeping Our Promise for America's Future," Southern Maine Technical College, 1992.

"National Youth Apprenticeship Initiative," Jobs for the Future, Cambridge, MA, 1992.

[7]Lester Thurow, Head to Head: The Coming Economic Battle Among Japan, Europe, and America, 1992.

[8]The Carl D. Perkins Amendments of 1990, Sec. 2.

Methodology

In completing this evaluation assignment as required by federal law, NJ SCOVE recognizes that the meaning of "adequacy" and "effectiveness" is vague. The Act does not indicate how these subjective terms are to be measured.

Therefore, NJ SCOVE decided on this approach:

1. Examine the intent of each of the Perkins Acts and of the JTPA Act of 1982 in terms of the purpose(s) stated in Section 2 of each Act.

2. Review the State Department of Education performance in PY 1991 and PY 1992 with federal vocational funding.

3. Identify vocational outcomes of each year and make recommendations for program development, the planning process,and performance improvement.

4. Review the expenditures of JTPA statewide, and those under Section 123, "State Education Coordination and Grants," and make recommendations for improved collaboration and cooperation among service providers.

5. Invite practitioners and consumers of vocational services to a public meeting to hear their opinions on the vocational education delivery system in New Jersey. Incorporate these views into the evaluation.

6. Survey the 21 vocational education districts, the 19 community colleges, and the 17 service delivery areas under JTPA in New Jersey to find out their levels of cooperation and coordination with each other in the delivery of vocational services. Incorporate the survey results into the evaluation.

7. Submit recommendations to the Governor, the State Board of Education, the State Employment and Training Commission, the Secretary of Education and the Secretary of Labor.

The Carl D. Perkins Vocational Education Act and the Carl D. Perkins Vocational and Applied Technology Act of 1990 require the State Council on Vocational Education (SCOVE) to evaluate every two years the state vocational education system, the Job Training Partnership Act job training program delivery system, and how well the two programs represent a consistent, integrated and coordinated approach to meeting the economic needs of the State.

This evaluation report is the first of the reconstituted New Jersey SCOVE and is an attempt to evaluate programs and services in terms of the stated purposes of the Acts, rather than on a program basis. A problem in this approach, however, is the lack of data available in a format that would quantify accomplishment in terms of measuring each purpose of the Act.

Thus, the data presented in this report is illustrative of accomplishments of selected portions of the delivery system, rather than a comprehensive picture of each element providing services.

Summary of Federal Expenditures:[9]

JTPA	Perkins	Subtotal
1990 - $70,391,417	1991 - $25,676,459	$ 96,067,876
1991 - $68,228,067	1992 - $19,776,571	$ 88,004,638

The grand total was $ 184,072,514.[10]

RECOMMENDATIONS

The New Jersey State Council on Vocational Education has constructed a broad set of recommendations for enhancing the quality of New Jersey's workforce. A number of recent studies have stated that most jobs in coming years will **not** need a baccalaureate degree, but will need at least some postsecondary training. Therefore, the Council paid particular attention to creating recommendations leading to a systemic change needed in New Jersey's school-to-work transition efforts. More accurately this should be formulated as secondary to postsecondary school to job transitions.

The training and retraining of the workforce requires schools to rethink the way courses are scheduled and curricula is developed. This will involve expanding technology education to all primary and secondary schools in the State. The SCOVE believes a revitalized workforce readiness system requires an effective business and education partnership so that vocational education is responsive to the needs of employers and the economy.

It is clear to the SCOVE that a powerful alliance among secondary schools, postsecondary institutions, business, unions and government is needed to produce a world class workforce in New Jersey and the nation. The work of the SCOVE has been done in close collaboration with the New Jersey State Employment and Training Commission to assure that this collaborative ethic stands at the core of its recommendations. The SCOVE has both developed its own recommendations with the assistance of the SETC and endorsed and helped formulate recommendations initiated by the SETC. This collaborative enterprise has led to the inclusive recommendations that follow.

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[9]JTPA is forward-funded. PY 1990 began July 1, 1990.
Perkins PY 1991 began July 1, 1990.

[10]Includes carryover. 78% of budget allocation.

1. New Jersey should adopt a single operational definition of "occupational education," and identification of the activities needed to prepare students to participate in the workforce.

2. New Jersey should develop a career development program to be integrated into the school curriculum beginning at the elementary level. This Career development program should:

* Prepare all students for the changing workforce by increasing their understanding of the relationship between education and employment, improving their career decision-making skills, and linking job counseling with students who are working.

* Encourage business participation in developing the content of the curriculum for public school work preparation programs, including any supervised work experience component.

3. New Jersey should facilitate the school-to-work transition through a summary of student performance, like WORKLINK, an "employer friendly" record that makes school performance count in the workplace. The WORKLINK transcript includes generic and job specific skills assessments, confidential ratings of work habits, and information on work experience.

4. New Jersey should have articulation agreements between all secondary schools and postsecondary institutions in the state in a wide variety of subject areas.

5. New Jersey should employ a labor market-based outcome-oriented accountability system for occupational education develop fair, but uniform, statewide measures and standards for the evaluation of occupational education programs. Where appropriate, the employment data generated by the Unemployment Insurance Wage Report System should become a part of the performance measures.

6. New Jersey should integrate its vocational and General Education curriculum and programs.

Ten years after A Nation At Risk dismissed the "general track" as "preparing students for neither education nor work," the Council believes it is time to plan to integrate general and vocational education into an "advanced technology" track. The general track does a disservice to students in requiring a minimum number of courses and allowing a maximum number of electives. The net result is a disconnected sampling of subjects which once again "prepares students for neither college nor work."

The "tech-prep" initiative in Perkins offers New Jersey an opportunity to move toward an "advanced technology track." The "2 + 2" approach builds a bridge from high school to college, allowing students to gain a mastery of skills in a particular vocational area. The

"applied academics" initiative in Perkins offers an opportunity for students to learn contextually by reinforcement of academic subjects with vocational applications.

7. New Jersey should develop a comprehensive Youth Apprenticeship Option.

Youth Apprenticeship in New Jersey should provide for:

* A program of study which meets state education standards which provides for academic proficiency in at least five core subjects of English, mathematics, history, science and geography.

* Integration of academic and vocational learning with curricula and teaching strategies emphasizing active, contextual learning.

* Worksite learning and experience which includes paid work experience, and fulfillment of the employer commitments in the Youth Apprenticeship agreement;

* Integration of work-based and school-based learning with classroom instruction and workplace experiences coordinated so that learning at one location reinforces the other.

* Attainment of initial mastery as an entry requirement; academic competency as measured by some recognized standard.

* Structured linkage between secondary and postsecondary institutions: postsecondary credits or certificates should be transferable to four-year academic programs.

* Award of a broadly recognized certification of occupational skill that is developed and recognized by firms across the industry in which they train and which is in addition to academic qualifications earned.

The Youth Apprenticeship Model for New Jersey should also:

* Be a statewide system that is flexible enough to provide for diverse programs. These will include building on successful, currently existing models within the educational system such as co-op and tech prep, and out of school employer-driven models such as registered apprenticeships.

* Be rooted in the commitment of quality employers to provide work and learning opportunities for youth and in turn will provide employers with a high skilled workforce.

as the eligibility criteria, and be designed to help both in-school and out-of-school youth meet the standards.

8. Because registered apprenticeship is an important ingredient in building a world class workforce, New Jersey should establish strong connections between secondary education and registered apprenticeship.

9. New Jersey should build a new construct for cooperative education, linking secondary to postsecondary vocational programs with an academic "school to work" experience.

The Council urges New Jersey to encourage the expansion of collaborative arrangements between secondary and postsecondary institutions to ease "school to school" transitions. The Council encourages a variety of formalized work-based-learning programs that could carry over from high school to college. Specifically, NJ SCOVE believes that cooperative education should be uniformly defined across the state. Cooperative education should be an academic experience, a valuable learning instrument, whereby students combine practice with theory outside of the classroom.

It is the State Council's view

* that a set number of hours on the job be established for each student on co-op,

* that these work-based experiences be relevant to the student's academic concentration,

* that learning agreements between the student and the employer be drawn up, establishing timeframes, compensation, and an evaluation measurement,

* that behavioral objectives be included in the agreement, by which employers and students (and the students' parents) agree to the learning content of the worksite experience. These objectives should provide the basis for evaluation of performance.

* that faculty should advise students about cooperative education and, together with the job supervisor, evaluate student performance by visitation to the worksite.

This new construct for cooperative education would give the experience greater academic integrity, provide students to transfer the credit gained to a postsecondary

10. New Jersey should move toward a competency-based education system by revising high school graduation requirements to assure the inclusion of the five competencies and three foundation skills, identified in the first SCANS Report, <u>What Work Requires of</u>

three foundation skills, identified in the first SCANS Report, What Work Requires of Schools.

Curriculum development based on these outcomes would assure that students have the ability to put knowledge to work which is the keystone of the **Unified State Plan for New Jersey's Workforce Readiness System.**

The five competencies and three foundation skills are:

Resources:	Identifies, organizes, plans, and allocates resources.
Interpersonal:	Works with others.
Information:	Acquires and uses information.
Systems:	Understands complex inter-relationships.
Technology:	Works with a variety of technologies.
Basic Skills:	Reads, writes, performs arithmetic and mathematical operations, listens and speaks.
Thinking Skills:	Thinks creatively, makes decisions, solves problems, visualizes, knows how to learn, reasons.
Personal Qualities:	Displays responsibility, self-esteem, integrity, and honesty.

11. New Jersey should give immediate attention to the certification procedures for vocational educators in order to avoid a potential shortfall of qualified instructors in several emerging occupational fields.

12. New Jersey should restructure career counselling to effectively guide students toward 21st century careers.

13. New Jersey should integrate career guidance into both primary and secondary curricula.

14. Institutions and agencies must plan collaboratively to use their resources for worker training and student preparation. The SCOVE strongly endorses the work of the SETC's Workforce Investment Board Task Force which has constructed recommendations for creating sub-state Workforce Investment Boards to engage in strategic planning, coordinating, and setting priorities for the local workforce readiness system. Specific responsibilities of the Workforce Investment Boards will include:

* Restructuring the sub-state employment, training and educational programs and institutions to make them capable of responding and planning for both short and long term labor market needs. This restructuring must include achieving efficiencies by rationalizing the delivery of services.

* Making use of the best available labor market information based on the economic goal of the region and the demands of the "natural labor market."

* Gathering relevant information and pooling existing data on the work-based education needs of the employment area.

* Developing specific strategies to fully involve the business community in the workforce readiness system.

* Developing a strategy to meet the needs of the economically disadvantaged, welfare recipients, persons with disabilities and at-risk youth, among others.

* Making specific recommendations on how workforce readiness resources are used but *not* intervening in resource allocation to institutions. The WIB will **not** determine which institutions receive resources, but insure that resources received are spent to create and sustain an integrated workforce readiness system in accordance with the ***Unified State Plan*** and local priorities.

* Approving and assisting in the development of the plans for specific programs such as the Workforce Development Partnership, Carl Perkins, JTPA, Wagner Peyser and Adult Literacy.

* Submitting annual workforce readiness plans to the State for approval.

15. SCOVE recommends that the Department of Education and the State Council collaborate on the construction of an improved methodology for design of the Annual Performance Report For Vocational Education.

16. New Jersey should require that the State Departments of Education and Labor identify "best practices" in JTPA and vocational educational coordination and provide technical assistance to all jurisdictions to replicate these practices statewide.

17. SCOVE urges the State Departments of Education actively involve business and industry in the design and evaluation of all vocational programs funded under this Act.

18. The New Jersey State Department of Labor with the present 16 Private Industry Councils should construct a formal mechanism to coordinate activities under both the Perkins and the JTPA Acts.

19. New Jersey should require that occupational programs of instruction move to an external validation of student outcomes including the use of industry-based certification procedures.

PART I

THE VOCATIONAL EDUCATION DELIVERY SYSTEM

NEW JERSEY'S PERFORMANCE, 1991 and 1992

Part I of this report presents an overview of how the vocational education delivery system in New Jersey met the purposes of the Carl D. Perkins Vocational Education Act (1984) and the Carl D. Perkins Vocational Education and Applied Technology Amendments Act of 1990. The analysis and conclusions in this section are based on performance reports provided by the New Jersey Department of Education, Division of Adult and Occupational Education. The two vocational acts differ in stated intents. The first (1984) lists eight purposes which each state should fulfill through the allocation process. The second (1990) has one overriding intent; viz., to make the United States more competitive.....through concentrating resources on improving educational programs..... Therefore it seemed that the correct methodology would be to compare goals of the State plan against performance. Since several programs funded by NJDOE were targeted to more than one intent of the Act, the ability to reconcile all programs to a singular specific intent was curtailed. The following analysis must be viewed as presenting representative uses of resource and not as an exhaustive list of activities and programs targeted to each intent.

Carl D. Perkins Vocational Education Act (1984)

The eight purposes of this Act are to assist the States to expand, improve, modernize and develop quality vocational education programs; to assure that individuals who are disadvantaged, handicapped, in need of training and retraining, single parents or homemakers, have limited English proficiency or are incarcerated have access to quality education programs; to promote greater cooperation between public agencies and the private sector in preparing individuals for employment; to improve the academic foundations of vocational students and to aid in the application of newer technologies; to assist the most economically depressed areas to raise employment and occupational competencies of its citizens; to assist the State to utilize a full range of supportive services; and to improve the effectiveness of consumer and homemaking education and to reduce the limiting effect of sex-role stereotyping on occupations, job skills, competency levels and careers.

Carl D. Perkins Vocational and Applied Technology Act of 1990

The purpose of this Act is to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. This purpose will principally be achieved through concentrating resources on improving educational programs leading to academic and occupational skill competencies needed to work in a technologically advanced society.

A Brief Comparison of the Two Vocational-Education Acts

Perkins II greatly expands the federal government's job-related education efforts. It establishes an interdepartmental task force on the coordination of vocational education and related programs.

Fiscally, the act is more attractive than its predecessor because it eliminated a barrier to participation, the dollar-for-dollar or "in-kind" local match required by Perkins I.

The law requires each state receiving assistance to establish a Committee of Practitioners to develop and implement a statewide system of core standards and measures of performance for secondary, postsecondary, and adult vocational education programs. The standards and measures must be published within two years of the date the law was enacted, which New Jersey has accomplished.

Postsecondary education programs receive funding based on the proportion of Pell Grant recipients. The minimum grant is $50,000, but this formula may be waived if the state submits an alternative equitable method to the Secretary.

Provisions for Community-Based-Organizations remain relatively unchanged in the new act. Business-Labor-Education partnerships are authorized for funding apprenticeships, new equipment, cash contributions to programs, teacher internships, and training.

Facilities Improvement and Equipment Acquisition is a new program designed to provide funding to enable local education agencies in economically depressed areas to improve facilities and acquire or lease equipment.

The most important change in the new law is the establishment of a Tech Prep allowable expenditure in Title III, E. The definition, components, requirements, and funding show that Congress considers this activity a major initiative of the new Perkins legislation.

DELIVERY SYSTEM

In New Jersey, vocational education services are offered at the secondary and postsecondary level by 20 county vocational school districts and 291 comprehensive high schools. Vocational education programs at the postsecondary level are also offered through 19 county community colleges which serve all 21 counties in the State.

On the secondary level, occupationally specific training is available in more than 100 occupations. In 1989, 5,011 secondary students completed programs in county vocational schools and 22,702 completed comprehensive high schools. For the same year, 7,414 adults completed programs in county vocational schools and 9,273 completed adult programs in comprehensive high schools.

The New Jersey Department of Education provides statewide supervision and leadership to the vocational education system and offers technical assistance to local educators in the development of program specific standards to measure program success and curriculum design. The Department of Higher Education offers guidance and leadership to the county community college system.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 1

To "assist the States to expand, improve, modernize, and develop quality vocational education programs in order to meet the needs of the Nation's existing and future work force for marketable skills and to improve productivity and promote economic growth."

Discussion

This purpose is met primarily through Title II-B of the Act. In the first of the two-year period under review, July 1, 1990 - June 30, 1991, New Jersey used a portion of the funds available to it under the Perkins law to support activities for vocational education program **expansion, improvement, modernization, and development**.

On the secondary level, 75% of the allocation was distributed to local education agencies by formula and the remainder on a competitive basis. The federal monies also supported the development of **occupational competencies**, **statewide leadership programs**, **guidance and counseling**, **vocational student organizations**, and **technology in-service training programs**.

Examples of secondary programs funded to modernize vocational education are:

Title	Funding	Description
Agribusiness	$102,430	With new equipment, students learned computer assisted drafting for landscape design, computer assisted instruction, biotechnology, hydroponics, and landscape construction.
Business Education	$2,815,281	Students were trained in simulated office environments using software packages such as LOTUS, Word Perfect, Multi-Mate, and Desk Top Publishing.
Intro. to Vocations	$169,318	Motivate and prepare students to gather career information and corresponding educational requirements.

All funding allocations for "expanding, improving, and modernizing" vocational education programs at the postsecondary level were based on a competitive process. The six community colleges which participated in delivering these adult programs were: Cumberland, Mercer, Morris, Ocean, Passaic and Raritan Valley.

The table below illustrates programmatic spending to modernize vocational education delivery at the postsecondary level.

Postsecondary
Program Examples

Program	Expenditure
Business Technology	$ 80,602
Computer Technology	48,833
Engineering Technology	129,411
Graphics Design	54,448
Service to Business & Industry	151,864

There were other expenditures under Title II-B as well, but these will be discussed in the context of reviewing the other 7 purposes of the Act.

The 1984 Perkins Act required a match from the State or Local Education Agency. This could be dollar-for-dollar or "in-kind." Time spent by personnel on these activities, if not devoted one hundred percent to grant-funded programs, had to be documented by hourly logs for federal funding on the part of the staff time spent on Perkins activities and programs. Funds could not be used to maintain existing programs.

Finding

New Jersey used its federal vocational education funds appropriately under Perkins I for this purpose in accordance with the law.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 2

To "assure that individuals who are inadequately served under vocational education programs are assured access to quality vocational education programs, especially individuals who are disadvantaged, who are handicapped, men and women who are entering nontraditional occupations, adults who are in need of training and retraining, individuals who are single parents and homemakers, individuals with limited English proficiency, and individuals who are incarcerated in correctional institutions."

Discussion

"Purpose 2" of the Act is addressed primarily through Title II-A in a two-step determination process. A major focus of the 1984 Perkins Vocational Education Act was to assure that citizens identified as members of special populations have access to quality vocational education programs.

These groups include youths and adults who have a physical and/or mental disability, economically or educationally disadvantaged, limited English proficiency, incarcerated persons, nontraditional vocational education students, single parents, and adults in need of retraining.

Each Local Education Agency (LEA) submitted a report to the Department of Education (DOE) on the number of persons with disabilities, disadvantaged, and Limited English Proficiency (LEP) students that the LEA served.

Services to Persons with Disabilities

The Act required each state to use approximately 10% of its funding for services to persons with disabilities. These funds purchased supplemental or additional supportive services staff, adaptive equipment, and other materials. Under the law, the services had to exceed the level of services provided to students who were not handicapped.

At the secondary level, program areas which benefitted individuals with disabilities ranged from Technology for Children to Vocational Guidance and Counseling. There were also programs for students with disabilities which offered assistance in Agriculture/Business Education and Work Study Opportunities.

Postsecondary Community Colleges received grants to serve individuals with disabilities for various functions including the provision of interpreters, notetakers, tutors, specialized counseling, and assistance with transitions from high school to college and college to work. Sixteen projects were funded for the students with disabilities at Community Colleges.

Services to the Disadvantaged

The Act required each state to use approximately 22% of its funding for services to the disadvantaged. The term includes those on the educational as well as economic borderlines. This program represents the major part of the federally supported vocational education enterprise.

Program areas which were funded to serve the disadvantaged population were similar to those for persons with disabilities and included opportunities for study in Health Occupations and Trade and Industrial Arts.

In addition, programs were funded to serve disadvantaged individuals with Limited English Proficiency through the program areas of Home Economics Education, Single Parents and Homemakers, and Trade and Industrial Education.

Services to Adults in Need of Training

New Jersey expended $2,608,532 on training adults for employment. In addition to using federal vocational education funds for this purpose in 1991, New Jersey has appropriated monies to support both general adult vocational education and customized job training programs. Both secondary and postsecondary education institutions delivered vocational services to adults.

Adults were enrolled in several programs through vocational opportunities at Community Colleges including: Allied Health, Business Technology, Computer Training, Engineering, Horticulture, Literacy Skills, and Quality Assurance/Quality Management. A more detailed discussion of services to adults is found under Purpose five.

Services to Single Parents and Homemakers

Single parents and homemakers need assistance to enable them to enter or reenter the workforce. New Jersey funded 17 programs at a cost of $1,293,142.

The programs gave preference to serving individuals with the greatest economic needs. Upon completion of the program, most clients were either employed or enrolled in job training programs. The need for these services to single parents and homemakers in New Jersey far exceeds the resources available to address such needs. There is no indication available as to the total eligible population. Additional information on these programs is found under the discussion of Purpose eight.

Nontraditional (Sex Equity) Programs

Federal law places emphasis on encouraging individuals to consider enrolling in programs nontraditional for their sex. A variety of activities and projects were supported to promote this concept at an expenditure of $620,574. Activities included student workshops on occupational alternatives and their wage implications, career assessments, peer student groups, brochures, posters, slide and tape presentations, teacher workshops for young women and pre-vocational hands-on experiences in non-traditional programs.

Services to Criminal Offenders

Title II-A allows for programs to be funded which are designed for individuals, including youth, who are charged or convicted of any criminal offense. Money expended for these programs was done so through the Department of Corrections. Program areas included Agriculture/Agribusiness, Trade and Industrial Education and general Program Services.

Finding

Federal vocational education funds have been used to enable additional students from special populations to gain wider access to programs and services.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 3

To "promote greater cooperation between public agencies and the private sector in preparing individuals for employment, in promoting the quality of vocational education in the states, and in making the vocational system more responsive to the labor market in the States."

Discussion

NJ SCOVE identified at least 6 special projects which were specifically designed to build cooperation between public agencies and the private sector. This cooperation in turn increased the responsiveness of vocational programs to the needs of the labor market and the employment potential of the individuals served.
These special projects are:

1. Statewide Leadership - Occupational Competencies

This program develops core proficiency standards for occupational areas "with the assistance of technicians in the fields." Liaison committee meetings are held between 14 educational groups and 7 employer groups to suggest individuals to serve on technical and educator committees. Surveys of both educators and business representatives are employed to assess the standards.

During 1990 the Occupational Competencies Project was initiated from a recommendation by the Panel on Secondary Vocational Education in New Jersey. The single most important purpose or incentive driving development of a skill standard and certification system is to provide a basis for vocational curricular development.

The objectives of establishing benchmarks for skills achievements are:

- To provide the basis for curriculum reform;
- To lower hiring cost and increase the efficiency of matching the labor market;
- To facilitate school-to-work transition;
- To help develop career paths;
- To inform workers and training providers of industry skill requirements.

Approximately 50 occupational competency lists, ranging from carpenter to secretary, are in final edit form.

In FY 1991, $231,889 was expended on this activity.

2. **Supermarket Careers**

The design of this initiative was "to create a cooperative effort between business/industry and a school district to educate mentally handicapped students." The program provides students with a classroom simulation of the work environment and places students in entry-level positions in the sponsoring supermarkets.

Across the State of New Jersey, $832,828 were used to support 17 programs.

3. **Business Internships**

To update teachers' skills, this project allowed teachers to work during the summer in businesses. It empowered vocational education teachers with current perspectives of employer needs from workers.

4. **Apprenticeship Training**

State funding of $281,645 enabled 20 certified apprenticeship coordinators to conduct on-site visitations and industrial liaison activities for 7,520 registered apprentices. In FY 1991, 1,895 new apprentices were hired, 286 new programs were added and 31 secondary students were registered as apprentices in their senior year.

5. **10,000 Grads - 10,000 Jobs**

This program was conducted in conjunction with the Jobs Training Partnership Act, the New Jersey Department of Labor's Employment Service, and 500 New Jersey businesses. The design was to prepare high school students for entry-level jobs at participating businesses. Components include "shadowing," and part-time, summer, and full-time work. With more than 4,790 students having participated in the program, it provided employment services to students such as mentors, guest speakers, visits to worksites, career advisors, and work readiness skills instruction. This program did not meet its objectives and was terminated in June, 1992.

6. **Community-Based Organizations (CBOs)**

These funds support programs and services for youth with special needs, including pre-vocational assessment, guidance, and career exploratory experiences. In FY1991, grants were awarded to Jersey City Occupational Training Center, Bergen County Community Action Program, and the Somerset Association for Retarded Citizens for a total of $306,219.

Finding

The funds were used appropriately to promote cooperation between public agencies and the private sector.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 4

To "improve the academic foundations of vocational students and to aid in the application of newer technologies (including the use of computers) in terms of employment or occupational goals."

Discussion

The "Integrating Academic and Vocational Studies" program in the Pre- and In-service program area concentrated on improving the academic foundation of vocational students. The program "helped educators improve the mathematics, science, reading, and writing performance of vocational students through greater cooperation between academic and vocational teachers."

There were four other areas which reported that "improving the academic foundations of vocational students" was a major programmatic goal:

* Postsecondary Programs
* Supermarket Careers
* Home Economics Related Occupations
* Technology for Children

Every report in these areas specified an increased use of new technologies (mainly in the use of computers). This prepared students for the workplace and provided career guidance services.[1]

New Jersey used its Perkins funds in a manner that frequently addressed two or more purposes with a single expenditure. For example, the use of funds for the "disadvantaged" and "handicapped" increased access of these populations to vocational programs and enabled them to improve their academic skills.

Of the $11,567,508 Title II-A funds, $2,282,445 was expended on programs for the handicapped and $4,632,203 was spent on disadvantaged students.

Finding

The Department of Education expended funds on programs to improve the academic foundation of vocational students which meets the intent of the law.

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[1]NJ SCOVE notes that one expenditure may serve two or more purposes of the Act. Here, for example, "modernizing" programs (Purpose 1) and "improving academic foundations" (Purpose 4) can be accomplished in one activity.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 5

To "provide vocational education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in that State or employment market."

Discussion

In the 1980's, New Jersey enjoyed lower unemployment than the nation as a whole primarily because of slow population growth. The number of jobs increased about twice as fast as the number of people entering the work force. During the recent recession, New Jersey lost 7 percent of its jobs. This loss has continued through 1992 and there are now 2 percent fewer jobs.[2] Nonetheless, new technologies are creating jobs in the state. New Jersey Bell was recently granted greater regulatory freedom in return for a commitment to build and operate a statewide fiber-optic network.[3]

Education services for adults are defined as those "designed to assist individuals who are employed or who have completed or withdrawn from schools and are attempting to enter the workforce." The following chart presents program areas, enrollment and Carl Perkins funding levels for adult education services provided at the postsecondary level by the community college system in New Jersey. The following table illustrates programs for adults offered by community colleges in New Jersey and provides enrollment and spending data.

Adult Programs
Postsecondary - Community Colleges

Program	Enrollment	Expenditure
Allied Health	331	$233,161
Business Technology	855	198,596
Computer Training	399	144,434
Engineering	1,198	334,875
Horticulture	68	63,488
Literacy Skills	78	73,724
Quality Assurance/Management	354	109,593

[2]Testimony of Edward G. Boehne, President of the Federal Reserve Bank of Philadelphia, before the U.S. Senate Banking Committee, The Philadelphia Inquirer, March 11, 1993.

[3]New York Times, March 5, 1993.

A number of these programs focused on training persons with disabilities while others provided support services for that population. A majority of the programs training individuals in computer technologies used the federal funding to upgrade computer laboratories and expended their funds in the design of emerging computer curricula. Services under this purpose were:

Brookdale Community College	High Tech Center for the Disabled
Burlington County College	New AAS Degree Program in Quality Assurance Technology
Camden County College	Cherry Hill Corporate Center Training Site
	New Horizons
Cumberland County College	Adults in Allied Health Programs
	Manufacturing Technology
	Video Imaging Landscape
Essex County College	CAD and Robotics Expansion
	Literacy Project
Hudson County College	Network for Occupational Training and Education
Mercer County College	CIM - Fluid Power
	Computer Operations Curricular Revisions
	Desk Top Publishing MAC Lab
Middlesex County College	Computer Aided Design
	Dental Hygiene Clinic
County College of Morris	Able Desk Funding
	Bi-Lingual Office Education
	Business Department Micro Computer Laboratory
Ocean County College	Total Quality Management
Passaic County College	Nursing Assistant Program
Raritan Valley College	Computer Outreach Training Center
	UNIX Operating System Training
Salem County College	Open Technology Training Center
	Workplace Literary through the Writing Laboratory
Sussex County Commission	Computerized Accounting Laboratory
Union County College	Micro Computer Applications
Warren County Commission	Network Nursing Education

Finding

Adult Education Programs in New Jersey have used Perkins dollars and other resources to stem the loss of jobs, seeking new technologies and emphasizing retraining for labor market demand fields.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 6

To "assist the most economically depressed areas of a state to raise employment and occupational competencies of its citizens."

Discussion

Again, New Jersey addressed more than one intent of the law with a single expenditure. This overlap of purposes is logically compatible with the Act's overall design. Title II-A provided designated percentages of funds to serve special populations, e.g, the disadvantaged, the handicapped, those with limited English proficiency, etc., and these allocations enabled learners in depressed regions of the State to improve academic and vocational competencies.

One use of funds to meet this purpose was to encourage urban high school students, grades 9-12, to stay in school and graduate. It also prepares these students for the world of employment by outlining for them the realistic options available upon graduation. FY 1991 was the third full year of program implementation. Through the program area 10,000 Graduates...10,000 Jobs, 27 projects were funded in urban areas for a total award of $866,300.

Students enrolled in 10,000 Grads, 10,000 Jobs, were required to:

- Pass the New Jersey High School Proficiency Test;
- Complete all graduation requirements;
- Register daily attendance of 92 percent or better;
- Complete a 40-hour citizenship-employability skills course.

Other programs which expended funds in urban areas include: projects for the disadvantaged Title II-A (2), programs designed for single parents/homemakers and programs funded for adults under Title II-A (3).

Finding

Data indicates that programs were conducted in depressed areas of the State.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 7

To "assist the state to utilize a full range of supportive services, special programs, and guidance counseling and placement to achieve the basic purposes of this Act."

Discussion

Title II-B of the Perkins Act provided funds for supportive services, special programs, and guidance counseling. This portion of the Act funds:

* curriculum development
* curriculum utilization
* exemplary programs
* personnel development
* research
* vocational student organization activities.

These services are supported with federal vocational education funds, particularly those set aside to serve students with disabilities and disadvantaged students. These purposes have been separately examined, and, as noted before, expenditures can serve more than one of the Act's intents. In 1991, New Jersey funded 53 vocational guidance and counseling programs for a total expenditure of $1,282,322.

Activities under this purpose included:

1. Vocational assessment of student;
2. Job placement services;
3. Career days with speakers from local businesses;
4. Utilization of computerized guidance systems;
5. In-service training on the National Career Development Guidelines, especially in the 21 districts designated as Quality Education Act urban districts.

Finding

Many guidance, counseling, and career placement services in New Jersey target special populations. Of the 53 vocational guidance programs, 12 were specialized for students with disabilities, and 22 for disadvantaged students.

Many programs also provide individual support services to aid students, e.g,, all 17 programs under the program area "Single Parents or Homemakers" offer job placement, referrals to GED, basic skills, ESL, career assessment programs, and other human services.
All of these activities fulfill the intent of the Perkins Act.

Carl D. Perkins Vocational Education Act of 1984 - PURPOSE 8

To "improve the effectiveness of consumer and homemaking education and to reduce the limiting effect of sex-role stereotyping on occupations, job skills, levels of competency, and careers."

Discussion

Single Parents and Homemaker Programs

By definition, a single parent or homemaker program is "designed for disadvantaged women to provide training in marketable skills and required support services to make participants ready for training or employment."

Each of the funded programs targeted academically or economically disadvantaged single parents and homemakers as determined by testing, lack of a high school diploma, LEP status, or income below the poverty line. These programs received $1,663,153.

The following goals for Single Parent/Homemaker Programs were met through grants to secondary schools, postsecondary institutions, and community-based-organizations:

1. Provide, subsidize, reimburse, or pay for vocational educational training activities in marketable skills;

2. Make vocational education and training programs and support services more accessible to single parents and homemakers through organizing and scheduling, and by providing transportation and childcare services;

3. Inform single parents and homemakers of vocational education programs and related support services.

Four types of projects were funded to accomplish these goals:

1. Training in marketable skills;
2. Urban women training centers;
3. Model teen parent centers;
4. Childcare centers.

Sex Equity Programs

In 1991, $803,666 in federal funds were expended for three statewide programs and 10 local programs conducting sex equity workshops which reached 19,542 individuals in New Jersey.

Sex equity programs are focused in three areas:

1. The recruitment and retention of secondary and postsecondary females and males into nontraditional courses and programs;
2. The reduction of sex bias and stereotyping in all areas of education (instruction practices, language, guidance, policies, materials, etc.);
3. Research, product development and distribution of materials to reduce sex bias and stereotyping.

Finding

Secondary schools, postsecondary institutions, and community-based-organizations were invited to submit proposals for grants to accomplish the goals of New Jersey in furthering sex equity and avoidance of sex bias stereotyping in occupations. NJ SCOVE was encouraged by the specificity of these projects which were in accord with the intent of the Perkins Act.

Carl D. Perkins Vocational and Applied Technology Education Act of 1990

Given the broad nature of the purpose of the Perkins Act, the New Jersey SCOVE chose to evaluate vocational education program performance in 1992 based on the State Plan for Vocational Education.

New Jersey SCOVE emphasized a comparison of the progress and compliance of basic programs, statewide leadership activities, adult and postsecondary programs, and special programs to the listed objectives for each program area in the State Plan for Vocational Education FY 1992-94.

This report reviews New Jersey's compliance with the provisions of the 1990 Perkins Act regarding basic grants, responsiveness to needs of special populations and the handicapped, and matching requirement provisions.

BASIC PROGRAMS - TITLE II - PART A

A. STATE LEADERSHIP (Sec 201)

THE STATE PLAN GOAL FOR PROFESSIONAL DEVELOPMENT

Professional development activities are designed to inform vocational and academic teachers working with vocational education students, including corrections educators and counselors, and educators and counselors in community based organizations. These activities also include in-service and preservice training of teachers in state-of-the-art programs and techniques, and integration of vocational and academic curricula, with particular emphasis on in-service and preservice training of minority teachers.

Performance

Professional development activities were designed and conducted to upgrade vocational educators' knowledge and skills to enable them to more effectively do their jobs. In-service training was a key component of the Professional Development Program in every area of vocational education and was often conducted in partnership with other non-state entities. The agricultural education teacher in-service training program, for example, disseminated ideas and materials from the National Council for Agricultural Education.

New Jersey worked with the federal Future Farmers of America on "Project Growth". This project focused on "marketing agricultural education, programs in urban and suburban communities, creating a winning product from the students and parents point

of view, having a positive attitude to making it happen, and how to motivate students in today's social climate."[4]

Coordination with other state entities was widespread. The summer internship program for selected health occupational education teachers provided opportunities for them to participate in a program offered at the University of Medicine and Dentistry of New Jersey. Other State activities in this area included:

* Three nationally broadcast teleconferences on Technology Education;

* Two curriculum coordinators' networking meetings to disseminate information about successful programs;

* One pilot internship program with six teachers placed in jobs relating to their teaching areas.

In 1992, the State emphasized new professional development programs related to Tech Prep. These activities included in-service workshops, statewide Tech Prep conferences, and regional meetings to discuss successful projects.

There were a number of accomplishments in the professional development program. The State's in-service training programs were widely attended reaching out to diverse groups across the State.

THE STATE PLAN GOAL FOR VOCATIONAL EDUCATION SAFETY/HEALTH COORDINATION

By June 1994, occupational and environmental safety and health knowledge, skills, and practices of vocational educators, and, as a result, those of their students, will improve in 30% of New Jersey schools offering vocational education training. This will be accomplished through development of a compendium which covers all standards and regulations in environmental and occupational safety and health; through training staff on the content of the compendium and its utilization for program improvement; through development of a training package on occupational safety and health for automotive programs; and by providing technical assistance to staff on occupational and environmental safety and health issues as they affect their specific vocational programs.

Performance

New Jersey conducted eleven safety and health in-service sessions through regional workshops, sessions at conferences, and in-service days in local districts.

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[4]New Jersey's FY 1992 Vocational Education Performance Report

"These sessions covered a variety of topics including safety monitoring, health issues in vocational education programs, integration of hazard analysis and the design process in Technology Education, eye safety in vocational programs, compliance with Public Employees OSHA standards, the New Jersey Administrative Code for Vocational Education Safety and Health, and video display terminal health and safety issues and appropriate practices."[5]

Vocational education instructors, supervisors, school business administrators, school nurses from comprehensive high schools, vocational schools, and correctional facilities benefitted from this in-service training.

The State distributed forty-five copies of Safe Schools, a resource which "...covers all standards and regulations in environmental and occupational safety and health that impact all New Jersey secondary school vocational programs"[6], to pilot districts, state staff, and task force members. This project is to be completed in FY 1993.

Three state agencies, which regulate automotive programs, have worked together to develop an audio-visual training program on safety and health hazards in automotive technology programs.

The State updated and reissued five thousand copies of the health and safety guide, Eye Protection in Educational Institutions.

THE STATE PLAN GOAL FOR CURRICULUM DEVELOPMENT

Curriculum development projects are designed to prepare students for entry into occupational areas for which they have been trained. Curriculum should also integrate academic and vocational skills with the goal of meeting New Jersey's high school graduation requirements. In addition, curriculum should be developed to better prepare students for the constant changes that are taking place in our society, e.g. technological advances.

The curriculum development projects listed in the State Plan focused on six areas: Industrial Arts/Technologies; Agriculture; Business; Health Occupations; Consumer and Homemaking Education; Trade and Industrial Education.

Performance

Accomplishments included: Preparation of agricultural science proficiencies; development and distribution of a two year curriculum for marketing education to over 300 local

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[5]Ibid

[6]Ibid

school districts; development and distribution of a Curriculum Resource Guide for Health Occupations; development of information and resource guides to assist in the integration of FHA/HERO into home economics classes; development of a revised draft of the Cooperative Industrial Education Coordinators Administrative Handbook.

In order to integrate the applied academics requirement of the Perkins 1990 Act, the State developed the following action plan:

1. The State Department of Education joined the existing national consortia established to supply academic curriculum materials and made available new materials to all school districts upon contract signing.

2. The State Department of Education is in discussions with the mathematics and science teachers associations to solicit their support for achieving integration of academic disciplines with occupational skill training.

3. The State launched two pilot programs in applied academics.

THE STATE PLAN GOAL FOR CURRICULUM DISSEMINATION (NORTHEAST CURRICULUM COORDINATION CENTER)

The Northeast Curriculum Coordination Center (NECCC) will continue to be used as a resource center and facilitator in the coordination, development, adaptation, adoption, dissemination, and use of curriculum materials and services.

Performance

The State participated in the following activities with NECCC:

1. The Directors' Council of the National Network for Curriculum Coordination in Vocational and Technical Education.

2. Two regional meetings addressing vocational education issues.

3. A regional curriculum center.

4. The implementation and operation of the Vocational Education Curriculum Materials database.

5. Prepared an impact report of center activities.

THE STATE PLAN GOAL FOR VOCATIONAL DATA COLLECTIONS TO MEET PROGRAM NEEDS

Collect required data and disseminate reports regarding vocational student enrollments, completions, job placements, and employer satisfaction to be utilized in occupational program planning, evaluation, and accountability. The State is also charged by the State Plan to develop a data resource network for vocational program planning and evaluation among public and private sector organizations.

Performance

There was survey research for the development of an occupational program directory. Survey instruments were sent to every secondary school district in the State and 300 were returned and reviewed by program specialists. The Department of Education collected enrollment data of vocational programs for each participating local educational agency.

THE STATE PLAN GOAL FOR OCCUPATIONAL COMPETENCIES PROJECT SUMMARY

Develop a competency-based core curriculum for each occupational area to insure program continuity, define program identity, and provide further justification for vocational programs in our state's school districts.

Performance

The Occupational Competencies Project has completed the following activities: Continued to gather data on labor market demand; completed the employability skills list and first drafts of 48 occupational competencies lists; conducted mail surveys for 24 competency titles; produced 24 competency lists; distributed 19 competency lists.

B. BASIC PROGRAMS (Sec. 201)

For the purposes of this section, occupational education is defined as any program of study, whether intellectual, technical or skill-based, directly related to the preparation of individuals for employment, or to skills enrichment or retraining for individuals already in the workforce.

THE STATE PLAN GOAL FOR OCCUPATIONAL EDUCATION

To perform education's role in establishing a workforce readiness system that will provide quality courses/programs responsible to the needs of both workers and employers.

Performance

Performance reporting is divided into two categories: Secondary and Postsecondary.

SECONDARY: The performance report provided information on the enrollment in secondary vocational educational programs (divided into program areas) by special population. This data is summarized in the table below. Enrollments may be duplicative, e.g., a disadvantaged, handicapped student.

PERKINS FUNDED SECONDARY PROGRAM ENROLLMENT

OCCUPATIONAL AREA	DISADVANTAGED	L.E.P.	HANDICAPPED	NON-TRADITIONAL
AGRICULTURE	39	3	46	28
HEALTH	358	53	189	62
MARKETING	435	101	197	68
TECHNOLOGY	8561	999	2522	10307
HOME ECONOMICS	2975	350	720	596
BUSINESS	18159	1628	4221	2297
TRADE AND INDUSTRY	6095	722	2792	1195

POSTSECONDARY: Through an interagency agreement between the Department of Education and Higher Education, vocational education programs were offered at seventeen community colleges throughout the state. A list of the colleges serving a total of 14,597 students is provided below:

Atlantic Community College
Bergen Community College
Brookdale Community College
Burlington County College
Camden County College
Cumberland County College
Essex County College
Gloucester County College
Hudson County Community College
Mercer County Community College
Middlesex County College
County College of Morris
Ocean County College
Passaic County Community College
Raritan Valley Community College
Salem Community College
Union County College

THE STATE PLAN GOAL FOR TRANSITION PROGRAMS

To facilitate the planning, implementation, and expansion of transition programs, activities, and/or services that may include occupationally-related remedial education, English as a second language, general intellectual skills, pre-employment and work maturity skills, "life skills", and awareness of community resources.

Performance

In secondary schools, 15,880 special population students were served with programs and activities under the transition to work category. All postsecondary transition to the world of work programs were administered through seventeen of the State's nineteen county colleges.

THE STATE PLAN GOAL FOR CAREER ORIENTATION PROGRAMS

To perform education's role in establishing a workforce readiness system that will provide quality career orientation programs to New Jersey students to enable them to make informed choices regarding occupational education opportunities and employment, and to facilitate the planning, implementation, and/or expansion of career orientation programs, grades 7-12, in New Jersey school districts.

Performance

Each of eight districts were funded with $1,234,882 under a Teaching Essential Life Skills (TELS) grant which:

* Developed and implemented a system of individual career plans for grades K-6;
* Developed a packet describing counseling activities and implemented four additional career development activities;
* Provided in-service training;
* Developed a curriculum packet containing lessons for grades K-6.

OTHER STATE ADMINISTERED PROGRAMS - TITLE II - PART B

A. SPECIAL SERVICES FOR SINGLE PARENTS, DISPLACED HOMEMAKERS, AND SINGLE PREGNANT WOMEN (113(B)11 (SEC.221)

THE STATE PLAN GOAL FOR SERVICES TO SINGLE PARENTS AND DISPLACED HOMEMAKERS

To administer programs to provide single parents, displaced homemakers, and single pregnant women with marketable skills.

Performance

In FY1992, federal funds were used for 16 programs providing services to 2,253 single parents and homemakers. All 16 programs targeted economically and academically disadvantaged single parents and homemakers. There were four types of projects: training in marketable skills, urban women training pilot centers, model teen parent centers, and child care centers.

The State expended $1,298,476 on special services for single parents, displaced homemakers, and single pregnant women.

17% of those receiving training in vocational skills participated in nontraditional programs and the State placed 52% of all participants. The State Plan listed six objectives for FY 1992 for single parents and homemaker programs in New Jersey. The State met all objectives and in many cases the programs exceeded the goals of the State plan.

B. SEX EQUITY PROGRAMS (113(B)12) (SEC. 222)

STATE PLAN GOALS FOR SEX EQUITY PROGRAM

To eliminate sex bias and stereotyping in vocational education and increase enrollments of nontraditional students.

Due to the extensive list of FY1992 objectives mandated by the State Plan concerning this program, only a sample of objectives and performance will be cited.

Performance

Ten county-wide equity centers increased nontraditional secondary enrollment by more than 20% and adult enrollments by 10%.

All nontraditional students in each of ten counties were identified and data collected regarding their status.

A total of 12,995 students attended recruitment workshops.

Ten projects provided crisis counseling to nontraditional students.

County educators established 10 local resource centers.

Seven one-day in-services training sessions were conducted for ten counties' educators.

Twelve two-day "Achieving Sex Equity Through Students" leadership training sessions were held for 436 students.

The State of New Jersey has surpassed almost all of its objectives laid out in the State plan for FY 1992 in sex equity programs. The sex equity program in the State serves the intents and purposes of the Perkins Act.

C. PROGRAMS FOR CRIMINAL OFFENDERS

The State plan and the Carl D. Perkins Act of 1990 identify the training and retraining of criminal offenders through quality vocational education programs as an important need and goal in New Jersey.

THE STATE PLAN GOAL FOR CRIMINAL OFFENDERS

The Carl D. Perkins Act of 1990 requires that 1% of its Basic State Grant for vocational education programs be used in correctional institutions. The State awarded $194,374 to the Department of Corrections for this purpose. The Department of Corrections submits a three year budget plan to the State Department of Education and, pending approval of that plan, receives the allocation of Perkins monies under the Basic State Grant.

The criminal offenders program provides a system to improve the criminal offenders' possibilities for employment by providing a uniform vocational assessment system, guidance counseling services, and internal job placement services program.

Performance

Eighty-five students were evaluated for transition services and planning. A full-time transition services coordinator began ongoing technical assistance to 15 sites.

ADULT AND POSTSECONDARY PROGRAMS - TITLE II - PART C

A. ADULT AND POSTSECONDARY VOCATIONAL PROGRAMS

The county college system in New Jersey is comprised of 19 institutions serving all 21 counties and approximately 118,000 credit students. Thousands of other New Jersey residents take part in non-credit training courses and programs at the colleges. These colleges offer more than 90% of New Jersey's collegiate vocational education programs, and are major providers of technical manpower in the State.

In vocational education, the county colleges offer credit bearing courses leading to a certificate or an associate degree, non-credit career, and career-related programs and activities through community service programs, as well as customized training and retraining programs for business, industry, and other clients.

The community colleges continue to be low tuition, open access institutions to higher education with a particular obligation to people who are uncertain about their educational interests or abilities and who want to explore a variety of occupational and academic programs.

STATE PLAN GOAL FOR ADULT EDUCATION

To make education accessible to all high school graduates, those holding a GED, or those 18 years of age or older; to provide diversified programs; to provide a diversified program of community service; to provide education and training for those seeking to up-grade their skills; to provide opportunities for entering higher education for those with scholastic deficiencies; and to provide counseling, guidance and academic advisement.

Performance

Through an interagency agreement between the Department of Education and the Department of Higher Education, postsecondary programs were offered at 17 county colleges throughout the State.

B. STATE PROGRAM AND LEADERSHIP ACTIVITIES

Similar to FY1991, the State of New Jersey maintained state leadership activities to facilitate the goals of the Perkins Act. These activities included statewide leadership of the basic programs (occupational education, transition to the world of work, and career orientation programs) and apprenticeship training. Included in these activities was further development of the computerized information system detailing training opportunities at community colleges. These activities did not differ substantially from the previous year.

The State expended $1,644,249 on state programs and state leadership activities.

SPECIAL PROGRAMS - TITLE III

A. COMMUNITY BASED ORGANIZATIONS (Sec 301)(302)

The Carl D. Perkins Vocational and Applied Technology Education Act provides for the use of community based organizations by local education agencies for vocational education program services and activities. Community based organizations can be used to maximize the efforts of a local education agency to serve disadvantaged youth, ages 16-21, individuals with disabilities, and adults.

Funds to districts involving CBOs were awarded on a competitive basis through a request for proposal (RFP) which is issued annually by the Department of Education in accordance with department grants management procedures.

THE STATE PLAN GOAL FOR COMMUNITY-BASED ORGANIZATIONS

To develop and implement vocational education services and activities for disadvantaged youth, ages 16-21, individuals with disabilities and adults that lead to occupational placement by community based organizations in cooperation with local education agencies.

Performance

There were 362 individuals served by two community based organizations in FY1992.

Jersey City Public Schools received a grant to provide increased vocational education assessment and training to over eighty handicapped students.

The Bergen County CBO Project for the Homeless provided a comprehensive matrix of clinical and support services with vocational training, career internships, and basic skills education.

B. CONSUMER AND HOMEMAKING EDUCATION (Sec 311, 312, and 313)

STATE PLAN FOR CONSUMER AND HOMEMAKING EDUCATION

This program area does not differ significantly from the previous year and concurrently the goals and objectives section in the State plan call for the continued strengthening of FY1991 activities. The Home Economics - Consumer and Homemaking programs serves approximately 181,000 students annually.

Performance

The State expended $996,224 for consumer and homemaking education programs in FY1992.

The State funded programs and support services in both depressed and non-depressed areas across the State. Twelve programs were funded in economically depressed areas and twenty-six projects were funded in non-economically depressed areas.

C. TECH PREP

STATE PLAN GOAL FOR TECH PREP

To provide an organized training program, for the technical fields, that require a higher level of training than a high school diploma and less education than a bachelor's degree program.

Discussion

Tech-Prep is addressed in two different sections of the Carl D. Perkins Vocational and Applied Technology Act of 1990: Title II, Basic State Grants, Section 235 and Title III, Special Programs, E.

Components include:

* Sufficient size, scope, and quality to be effective,
* The integration of academic and vocational education through a coherent sequence of courses, and
* Equitable participation for special populations.

Furthermore, Title III, E, places special emphasis on these purposes:

1. To provide planning and demonstration grants to consortia of local education agencies and postsecondary educational institutions, for the development and operation of 4-year programs designed to provide a tech-prep program leading to a 2-year associate degree or a 2-year certificate.

2. To provide in a systematic manner for strong comprehensive links between secondary and postsecondary institutions.

Tech-Prep is defined as "education as an alternative to the college prep course of study in which a student is prepared for a highly skilled technical occupation that allows direct entry into the workplace as a qualified technician or continuation with further education leading to a baccalaureate and advanced degrees."

Therefore, tech-prep is a 4-year sequence of study beginning in the 11th grade of high school through 2 years of postsecondary occupational education culminating in a certificate or associate degree.

Performance

New Jersey in its first year of funding under the Carl D. Perkins Act of 1990 identified Tech Prep as a major initiative. The New Jersey State Employment and Training Commission (SETC) and the Governor's Economic Task Force have identified 2 + 2 Tech Prep programs as an important element in addressing the shortfall in skills labor. Specifically, the SETC recommends that:

> *2 + 2 Tech Prep associate degree programs be expanded and the number of articulation agreements be increased.*

During the 1991-92 fiscal year there were thirty-two different Tech Prep programs funded at twenty institutions involving consortia of approximately 70 schools.

These programs were funded through the Perkins II Act. Over $1,500,000 was awarded.

Applications for Tech Prep programs for FY1993 total nearly $2,000,000, Forty different occupational programs are being developed. Over 150 vocational and comprehensive secondary schools, private institutions, and community colleges are planning to be involved in Tech Prep consortia in FY1993.

The following table is a sample Tech Prep program illustrating linkage between a secondary school and a two-year college provided by the New Jersey Tech Prep Advisory Board:

Tech Prep Model for Robotics/Automated System Technician

High School			Postsecondary			
Subject	**Junior**	**Senior**	**Fresh A**	**Fresh B**	**Soph A**	**Soph B**
Math	Geom	Alg II	Trig	Calc		
English	Commun.	Commun.	Commun.			
Science	Lab Sci	Tech I	Tech II	Physics		
Human.	Geog or	Hist			Indust. Rel	Indust. Rel
Other		Elec.				
Techn'l Core		Techn'l Graphcs		Indus. Process	Elec. Power	Instr. Control
Techn'l Spec.	DC/AC Circuit	Active Devices	Robotcs Fund.	Analog Circuit	Comp. Appl.	Robotcs Systems
Techn'l Spec.	Circuit Anal.	Digital Elec.	Auto. Systems	Robot Control	Robotcs Systems	Work Integr.

1992 Federal Program Expenditures[7]

The next page shows an 22 x 5 matrix of funding categories and totals of allocations for program purposes. This grand total, $19,776,571, was reported at the end of the "Introduction," but this table identifies specific secondary and postsecondary expenditures.

[7]In reconciling the items in the ten rows under "Title II," the total for Title II is obtained by adding rows 1,3,6,7,8,9 in each column. If added again to the total for "Title III," the "Grand Total" is reached.

1992 FEDERAL EXPENDITURES
ALLOCATION FOR PROGRAM PURPOSES

FUNDING CATEGORIES	STATE PLAN		1992 EXPENDITURES		CARRYOVER/EXPENDED FUNDS		TOTAL 1992 EXPENDITURES	
	SECONDARY	POSTSECONDARY	SECONDARY	POSTSECONDARY	SECONDARY	POSTSECONDARY	SECONDARY	POSTSECONDARY
TITLE II								
STATE ADMINISTRATION	$ 875,369	$ 90,000	$ 855,901	$ 90,000	$ 98,739		$ 954,640	
SEX EQUITY ADMINISTRATION	($60,000)	0	60,000		0		60,000	
STATE PROGRAM AND LEADERSHIP	1,581,128	60,000	1,096,790	60,000	547,459		1,644,249	
OTHER STATE PROGRAM SINGLE PARENTS, DISPLACED HOMEMAKERS, & SINGLE PREGNANT WOMEN	1,536,390	0	1,045,262		253,214		1,298,476	
SEX EQUITY PROGRAMS	632,631	0	428,345		104,832		533,177	
TOTAL	**$ 2,169,021**	**0**	**$ 1,473,607**		**$ 358,046**		**$ 1,831,653**	
CRIMINAL OFFENDERS	193,074	0	0	34,351	($606)		($606)	
SECONDARY, POSTSECONDARY & ADULT	10,467,072	4,000,000	10,381,076		2,481,519		12,862,595	
CAREER GUIDANCE & COUNSELING	($603,500)	0	($496,335)		0			
TOTAL TITLE II	**$15,285,664**	**$4,150,000**	**$13,807,374**	**$184,351**	**$3,485,157**		**$17,292,531**	
TITLE III								
PART A								
COMMUNITY BASED ORGANIZATIONS	272,052	0	107,226	107,226	164,325		271,551	
PART B								
CONSUMER & HOMEMAKING EDUCATION K-12; ADULT	458,579	0	445,040	445,040	551,184		996,224	
ECONOMICALLY DEPRESSED AREAS	274,599	0						
STATE ADMINISTRATION	49,428	0	29,675		7,249		36,924	
LEADERSHIP ACTIVITY	41,190	0	27,443		22,459		49,902	
PART C								
CAREER GUIDANCE & COUNSELING	0	0						
STATE ADMINISTRATION	0	0						
PART D								
BUSINESS-LABOR-EDUCATION PARTNER	0	0						
PART E								
TECH-PREP EDUCATION	753,206	753,206	1,129,439		0		1,129,439	
PART F								
SUPPLEMENTAL GRANTS	0	0						
TOTAL TITLE III	**$ 1,849,054**	**$ 753,206**	**$ 1,738,823**		**$ 745,217**		**$ 2,484,040**	
GRAND TOTAL	**$17,134,718**	**$4,903,206**	**$15,546,197**		**$4,230,374**		**$19,776,571**	

PART II

THE JTPA DELIVERY SYSTEM

NEW JERSEY'S PERFORMANCE, 1991 and 1992

Introduction

Under the provisions of the Carl D. Perkins Vocational and Applied Technology Act Amendments of 1990, the New Jersey State Council on Vocational Education is required to evaluate the job training program delivery system assisted under the Job Training Partnership Act (JTPA), in terms of such delivery system's adequacy and effectiveness in achieving the purposes of the Act and the coordination that takes place between vocational education and the JTPA.

In addition, the State Council is required to make recommendations on ways to create greater incentives for joint planning and collaboration between each system and to advise the Governor, the State Board of Education, the State Job Training Coordinating Council, and the Secretaries of Education and Labor regarding such evaluation, findings, and recommendations.

In order to perform this mandate, the New Jersey State Council on Vocational Education requested from the Department of Labor the **Management Profile Reports** on participant services by Service Delivery Areas of New Jersey for FY 1991.

The Department of Labor also supplied the **Final Financial Closeout Reports** for FY 1990 and FY 1991, listing "budget carry-in," "allocation," "expenditures by month and year to date," "unexpended balance" and "percentage of unexpended balance."

Finding

JTPA expended **$68,228,067** in FY 1991, and **$70,391,417** in FY 1990 in serving **56,961** citizens in 1991 and **55,549** the year before.

In the last program year, 1991, (the second of the planning period) the state JTPA network developed a new client database, the "Microcomputer-based-Participant and Service Data System." A key advantage of this integrated network is that it allows for timely and more complete local report generation.

The State Council commends the administrative foresight in designing this tracking system. Its management utility in overseeing a delivery network as large as New Jersey's has innumerable unforeseen benefits. The possible arrangements and combinations of data on client participation and vocational providers offers users the potential of a wealth of new information that promises to be helpful in making the JTPA system work more efficiently.

The Purpose of the Job Training Partnership Act

Section 2 of P.L. 97-300, The Job Training Partnership Act, defines as its purpose:

"establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment."

National Overview

The JTPA was enacted in 1982 to establish a new delivery system for training and related assistance for economically disadvantaged youth and adults leading to permanent, private sector employment. Until PY 93 (July 1, 1993) the essential structure and design of the programs and activities under titles I and II of JTPA will have remained substantially the same. In 1988 Congress completely revamped the program for dislocated workers.

In 1992 Congress passed **The Job Training Reform Amendments of 1992 (P.L. 102-367)**, signed into law on Labor Day, September 7, 1992. The Department of Labor has issued an interim final rule for the period from December 18, 1992 through June 1, 1993.

One of Congress' major goals in amending JTPA has been to make this program more efficient. Another goal was to improve the quality and supply of programs and services to very disadvantaged individuals. The amendments will require local programs to assess participants' skills and service needs, to develop individual service plans, and to provide basic education or occupational skills training.

For FY 1992 $4.707 billion was appropriated to programs authorized under JTPA, including an emergency allotment of $500 million for JTPA's summer youth program. For FY 1993 The JTPA Reform Amendments provides $4.158 billion for JTPA programs.

On the national level, there have been two major criticisms of JTPA: it needs to better target those who are most disadvantaged, and it is not as efficient as it could be.

In 1989 the GAO underscored the first concern with its finding that "less job-ready" participants - primarily dropouts, welfare recipients, and minorities - receive less intensive services than more employable participants, even though their needs are often greater.

Both the GAO and the Office of the Inspector General (OIG) in the Department of Labor have expressed concern about cost accounting and procurement practices. The GAO has said that SDAs are underreporting administrative costs and that they are not wisely using resources by entering into on-the-job training contracts for excessively long periods of time for low-skilled jobs.

A May, 1992 Labor Department study[8] showed that youths who don't enroll in JTPA are actually better off, 18 months later, than those who do.[9] JTPA officials have questioned whether 18 months is enough turnaround time, but Congress is saying that the whole point of short-term JTPA training is to provide quick, measurable gains.

The Labor Department longitudinal study showed that JTPA youth participants earned $472.00 less than nonparticipants over an 18 month period that includes about 14 weeks of nonsubsidized job training. JTPA officials replied that the survey effectively gives non-participants 14 extra weeks to rack up earnings.

New Jersey's Experience

The JTPA system in New Jersey consists of 17 service delivery areas organized primarily by counties. There are 21 counties in the state. Two service delivery areas comprise three less-populated counties each in the northern part of the state. Two other service delivery areas contain two counties apiece in the southern sector. Three cities define service delivery areas. The SDAs are:

Atlantic/Cape May	**Jersey City**
Bergen	**Mercer**
Burlington	**Middlesex/Somerset/Hunterdon**
Camden	**Monmouth**
Cumberland/Salem	**Morris/Sussex/Warren**
Essex	**Ocean**
Gloucester	**Passaic**
Hudson	**Newark (city)**
	Union

The next three tables display the 6 performance measures, the numerical standards established by the NJDOL for each of New Jersey's 17 service delivery areas adjusted standard and the performance actually achieved the year ending June 30, 1992.

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[8] "The National JTPA Study: Title II-A Impacts on Earnings and Employment," US Department of Labor, May, 1992.

[9] Vocational Training News, June 4, 1992.

SERVICE DELIVERY AREA	ADULT FOLLOW-UP EMPLOYMENT RATE[10]		ADULT FOLLOW-UP WEEKLY EARNINGS[11]	
	STANDARD	MEASURE	STANDARD	MEASURE
Atlantic/Cape May	57.5%	68.8%	$210	$258
Bergen	60.0	74.5	277	328
Burlington	58.4	64.8	224	277
Camden	59.2	64.1	248	266
Cumberland/Salem	54.1	60.2	203	257
Essex	58.1	66.7	264	254
Gloucester	54.3	52.4	219	288
Hudson	56.4	58.0	276	278
Jersey City	48.9	54.0	251	247
Mercer	53.1	66.7	228	264
Middlesex Somerset Hunterdon	56.1	66.2	265	302
Monmouth	64.2	79.3	259	285
Morris/Sussex/Warren	65.2	78.7	267	325
Ocean	61.4	66.9	236	308
Passaic	53.8	61.0	247	278
Newark	47.6	48.1	204	292
Union	49.8	66.7	247	250
STATEWIDE	**62.0**	**64.0**	**$204**	**$279**

[10]Follow-up Employment Rate is the measure of adult respondents who were employed 13 weeks after termination.

[11]Average Weekly Earnings at Follow-up is the measure of the average weekly wages for all adult respondents 13 weeks after termination.

SERVICE DELIVERY AREA	YOUTH ENTERING EMPLOYMENT RATE[12]		YOUTH EMPLOYABILITY ENHANCEMENT RATE[13]	
	STANDARD	MEASURE	STANDARD	MEASURE
Atlantic/Cape May	39.0%	41.2%	29.4%	34.2%
Bergen	3.1	61.4	39.5	51.2
Burlington	44.0	52.9	37.7	60.6
Camden	40.1	37.6	24.4	32.4
Cumberland/Salem	48.3	50.0	24.7	47.0
Essex	57.2	28.8	26.9	0.0
Gloucester	26.5	18.4	43.8	54.0
Hudson	46.0	49.1	35.0	50.0
Jersey City	14.7	16.2	46.5	64.9
Mercer	37.8	46.2	29.4	32.5
Middlesex Somerset Hunterdon	33.9	68.8	41.0	69.3
Monmouth	36.2	51.0	38.1	70.9
Morris/Suxxex/Warren	52.8	66.7	22.1	27.8
Ocean	35.7	47.5	27.5	43.4
Passaic	30.7	46.1	32.9	36.6
Newark	45.9	46.1	24.6	5.2
Union	30.2	43.4	36.4	87.6
STATEWIDE	**45.0**	**41.6**	**29.5**	**39.2**

[12]Youth Entered Employment Rate is the measure of the proportion of youth program terminees who entered employment.

[13]Youth Employability Enhancement Rate is the measure of the proportion of youth who attained one of the work enhancements.

SERVICE DELIVERY AREA	WELFARE FOLLOW-UP EARNINGS RATE[14]		WELFARE FOLLOW-UP WEEKLY EARNINGS[15]	
	STANDARD	MEASURE	STANDARD	MEASURE
Atlantic/Cape May	49.8%	60.8%	$188	248
Bergen	46.8	70.5	261	317
Burlington	51.3	64.5	212	260
Camden	46.4	63.3	214	201
Cumberland/Salem	42.4	51.9	179	239
Essex	44.0	60.0	231	261
Gloucester	48.4	43.4	186	263
Hudson	39.4	54.2	228	258
Jersey City	37.6	47.5	223	237
Mercer	43.7	75.0	199	248
Middlesex Somerset Hunterdon	44.1	55.3	225	273
Monmouth	53.8	80.9	215	251
Morris/Sussex/Warren	49.5	78.6	230	296
Ocean	53.9	60.5	198	273
Passaic	38.1	70.4	212	237
Newark	37.7	42.2	210	286
Union	37.9	60.0	228	248
STATEWIDE	51.0	58.7	$182	$261

[14]Welfare Follow-up Earnings Rate is the measure of former welfare recipients who were employed 13 weeks after termination.

[15]Welfare Follow-up Weekly Earnings is the measure of the average weekly wages for all former welfare respondents 13 weeks after termination.

ADEQUACY AND EFFECTIVENESS OF MEETING THE JTPA PURPOSE

As stated in the introduction to this section, the purpose of the JTPA program is to "prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment." The Department of Labor has established six performance measures to determine the extent to which SDAs achieve the purpose of JTPA.

For adult and adult welfare participants, they include achievement in the number of former participants who are employed during the 13th week following JTPA training and services and their average weekly earnings for that particular week.

For youth participants, performance is measured by the number of participants who enter employment or receive an employability enhancement following JTPA training and services.

FINDING

Twelve of the service delivery areas exceeded the standards set for each of these performance measures. Two service delivery areas met or exceeded all standards, two failed one of the six standards, and one failed two standards. Statewide, five of the six standards were exceeded with the rate of youth entering employment being the one exception.

Discussion

It is difficult for the State Council to quantitatively evaluate the extent to which any of the 17 service delivery areas did in fact achieve the purpose of JTPA. It could be said that failure to meet all standards constitutes underachievement.

The State Council concludes that at best these standards and measures are a gauge of the performance of each service delivery area. There are many more relevant factors to be considered in judging the performance of a service delivery area. Some of these were addressed in the earlier comments on the national perceptions of JTPA.

It is noted that the JTPA states: "The Congress recognizes that job training is an investment in human capital and not an expense. In order to determine whether that investment has been productive, the Congress finds that the basic return on the investment is to be measured by the increased employment and earnings of participants and the reductions in welfare dependency."[16]

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[16] The Job Training Partnership Act, Section 106.

The summary of New Jersey's federal expenditures in the introduction to this evaluation report listed $184,072,514 between JTPA and Perkins.

The following closeout report for Title II-A, JTPA, gives the carry-in from the previous year (FY 1990), the allocation and total, and final tally on spending. The last column calculates the percentage of budget allocation not expended this year. The unexpended portion will be carried into the next fiscal year.

FINAL CLOSEOUT FINANCIAL REPORT, PROGRAM YEAR 1991, JTPA

Title II-A

	Budget		Expenditure	
Carry-in	Allocation	Total	Y.T.D.	Not Expended
$7,843,933	36,830,922	44,674,855	33,493,806	25%
		8% (20%) Funds		
151,621	539,295	690,916	389,343	44%
		8% (80%) Funds		
204,726	2,407,179	2,611,905	1,980,837	24%
GRAND TOTAL INCLUDING ALL TITLES OF JTPA INCL. NJ APPROPRIATIONS				
13,575,064	73,883,014	87,458,078	68,228,067	22%

OCCUPATIONAL SKILLS TRAINING

All of the JTPA Service Delivery Areas use occupational skills training as the principal means of enabling economically disadvantaged participants to enter employment opportunities. In most cases, but not all, vendors providing training are selected through a Request for Proposal (RFP) process.

The following part of this study discusses this RFP selection method in more detail. Some survey respondents said that they do not receive RFPs; others, that they do not respond to them. A majority of vocational school districts and community colleges commented at length on the barriers to working with JTPA in occupational skills training.

Performance contracting appears to be the major hurdle in the RFP process. This was a major reason provided by both SDAs and public institutions in response to NJ SCOVE's question on why they chose not to respond to RFPs. In cases when schools do contract with SDAs, the relationship could be better.

On the other hand, the SDAs have to meet strict performance standards with respect to job placements and job retention. Each withholds a portion of the contracted funds until such time as the vendor is able to place graduating participants into employment. A number of SDAs indicated that public institutions are unable to conduct programs under this condition.

Schools are structured around the semester schedule. This schedule severely limits the ability of the institutions to respond to adult occupational training needs which occur at any point in time. Open entry/open exit training programs are required if the workforce readiness system is to be responsive to the needs of the workforce. Inflexibility in scheduling training is a fundamental mismatch between schools and worker needs.

Many of the public institutions replied that their preferable time for JTPA client training is 3 p.m. - 5 p.m. or in the evening. This generated the third chief barrier to coordination activities for occupational skills training; viz., the lack of public transportation. Many people in New Jersey do not have direct or close access to the vocational schools or the community colleges. For late afternoon or evening classes, this impediment is a serious one.

The question arises, then, as to who contracts with the SDAs to offer skills training except by individual referrals. The answer is private vendors as the following tables and chart illustrate. The chief reason for this is the set of barriers to coordination: public transportation, performance contracts, and school schedules. Many of the proprietary vendors offer JTPA clients rolling admissions, i.e., entry into programs nearly every month.

SUMMARY

The number of Title II-A JTPA participants served in PY 1991 totaled **12,897** of whom:

97 percent were economically disadvantaged
68 percent were minorities
60 percent were female
16 percent had not completed high school
39 percent were youth
30 percent were school dropouts.

During the previous program year, the comparative number of participants served through Title II-A of the Act was **13,666** of whom:[17]

97 percent were economically disadvantaged
73 percent were minorities
60 percent were female
16 percent had not completed high school
40 percent were youth
32 percent were school dropouts.

A selected comparison of positions and funds for type of service provider and type of program for PY 1989 and PY 1991 is presented in the following table.[18]

As the next table illustrates, over the period PY 1989 - PY 1991, there has been a slight increase in both the percentage of training slots and resources going to community colleges and county vocational-technical schools through the JTPA system. At the same time, there has been a substantial shift downward in the percentage of training slots in proprietary schools (34% to 22%). However, at the same time, there has been a shift upward in the percentage of funds going to proprietary schools (32% to 40%).

The table and charts on pages 42 through 49 provide an overview of JTPA activity by number of trainees, cost, type of program, occupational training area, and placement for PY 1991.

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[17]"Annual Report to the State Employment and Training Commission," Office of Employment and Training, September 25, 1991.

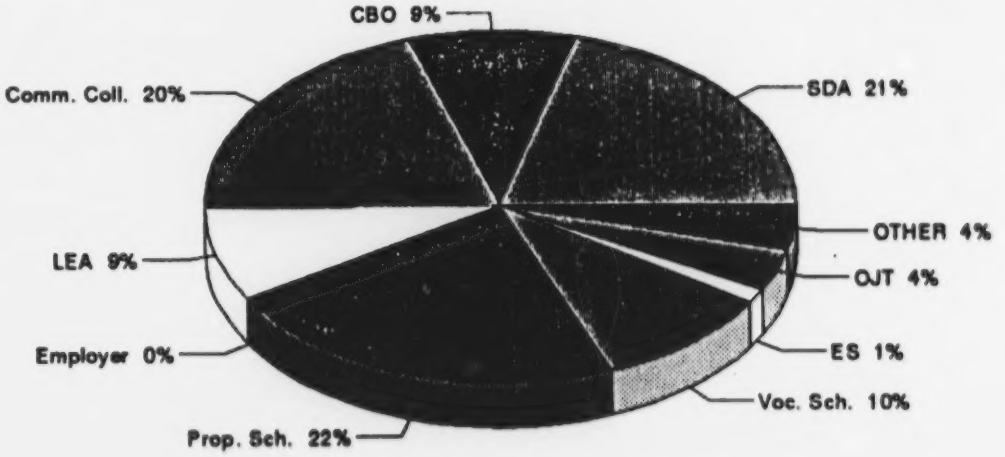
[18]The table and the charts have been provided by the New Jersey Department of Labor, Office of Employment and Training Services.

The following data compares the distribution of positions and funds by type of Service Provider and Type of Program for Program Years 1989 and 1991 to show changes over this period of time.

	PY 1991		PY 1989	
TYPE OF PROVIDER	POSITIONS %	FUNDS %	POSITIONS %	FUNDS %
Service Delivery Area	21	6	5	4
Community Based Organization	9	12	16	10
Community College	20	17	16	15
Local Education Agency	9	4	10	11
Employer	0	0	N/A	N/A
Proprietary School	22	40	34	32
Vocational School	10	11	7	9
Employment Service	1	0	N/A	N/A
On-the-Job Training	4	6	9	14
Other - Not Specified	4	4	0	4

TYPE OF PROVIDER	POSITIONS %	FUNDS %	POSITIONS %	FUNDS %
Classroom Training - Basic Educ.	22	15	24	10
Classroom Training - Job Search	10	1	10	12
Classroom Training - Occupational	58	73	56	65
Exemplary Youth Programs	3	3	N/A	N/A
On-the-Job Training	4	5	8	12
Work Experience	2	2	2	1
Youth In-School Programs	2	1	N/A	N/A

NUMBER OF POSITIONS - PROGRAM YEAR 1991
by type of Service Provider



43

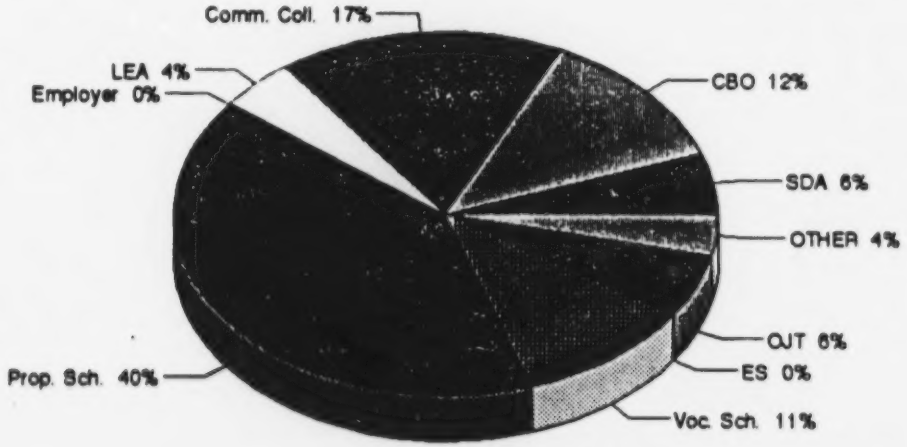
PROVIDER TYPE	NUMBER OF POSITIONS
Service Delivery Area	5209
Community Based Organization	2345
Community College	5030
Local Education Agency	2143
Employer	68
Proprietary School	5571
Vocational School	2451
Employment Service	342
On-the-Job Training	965
Other	1020
TOTAL:	**25,144**

64

65

Chart #1

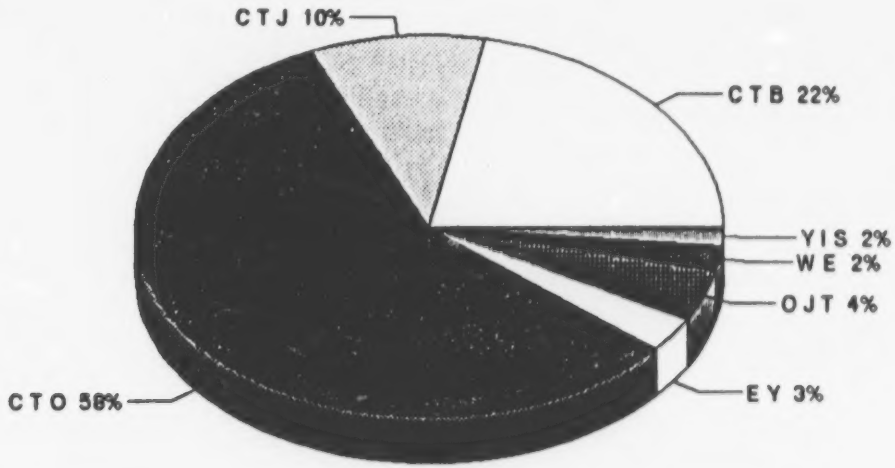
CONTRACT COST TOTALS - PROGRAM YEAR 1991
by type of Service Provider



PROVIDER TYPE	$ AMOUNTS
Service Delivery Area	$ 2,227,099
Community Based Organization	4,833,262
Community College	6,786,156
Local Education Agency	1,748,767
Employer	127,566
Proprietary School	15,855,072
Vocational School	4,168,218
Employment Service	480,840
On-the-Job Training	2,194,817
Other	1,465,531
TOTAL:	**$ 39,887,328**

Chart #2 66

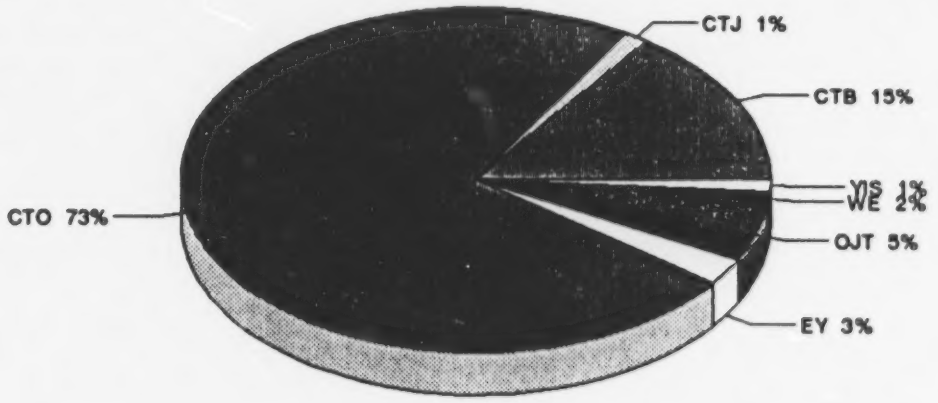
NUMBER OF POSITIONS - PROGRAM YEAR 1991
by type of Program



PROGRAM TYPE	NUMBER OF POSITIONS
Classroom Training Basic Education Skills	5,506
Classroom Training Job Search Skills	2,425
Classroom Training Occupational Skills	14,460
Exemplary Youth Programs	757
On-the-Job Training	1,068
Work Experience	532
Youth In-School Programs	399
TOTAL:	**25,147**

Chart #3

TOTAL CONTRACT COST - PROGRAM YEAR 1991
by type of Program

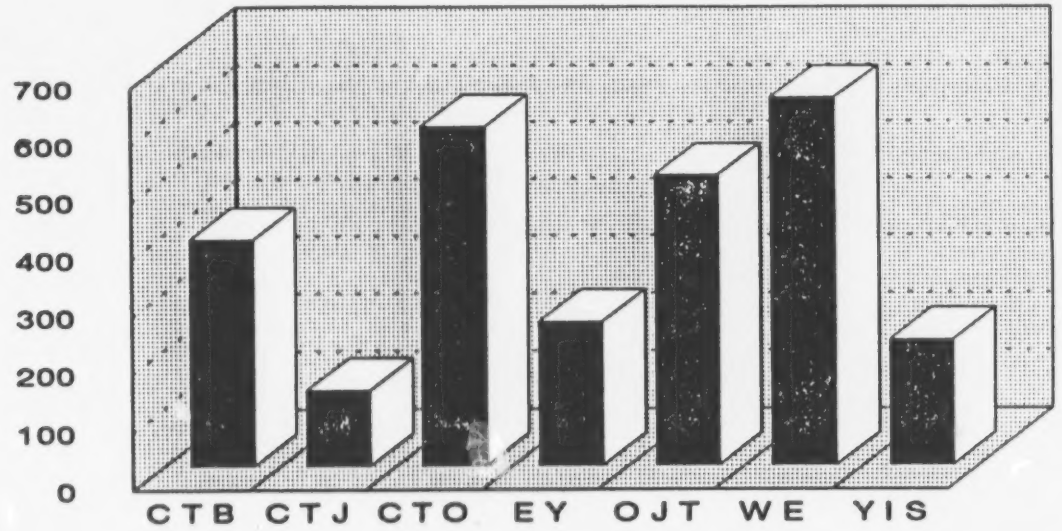


PROGRAM TYPE	$ AMOUNTS
Classroom Training Basic Education Skills	$ 5,907,207
Classroom Training Job Search Skills	518,691
Classroom Training Occupational Skills	28,733,158
Exemplary Youth Programs	987,230
On-the-Job Training	2,002,618
Work Experience	620,615
Youth In-School Programs	387,228
TOTAL:	**$ 39,196,747**

Chart #4

AVERAGE HOURS - PROGRAM YEAR 1991

by type of Program



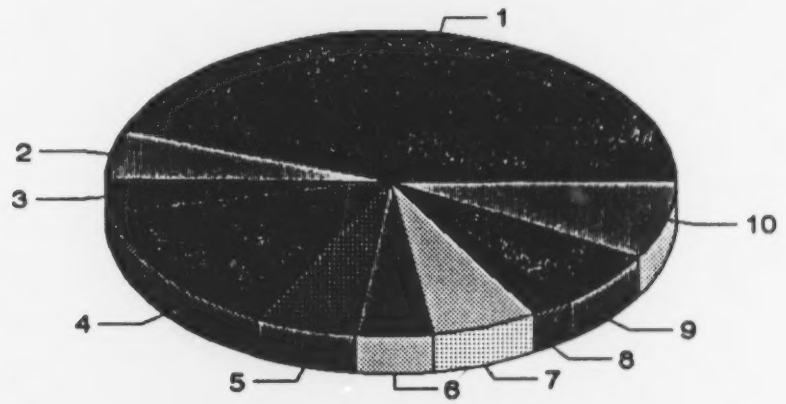
PROGRAM TYPE	AVERAGE HOURS
Classroom Training Basic Education Skills	393
Classroom Training Job Search Skills	131
Classroom Training Occupational Skills	591
Exemplary Youth Programs	248
On-the-Job Training	504
Work Experience	640
Youth In-School Programs	216

Note: Average is mean.

Chart #5 72

OCCUPATIONAL CLASSROOM TRAINING - PY '91

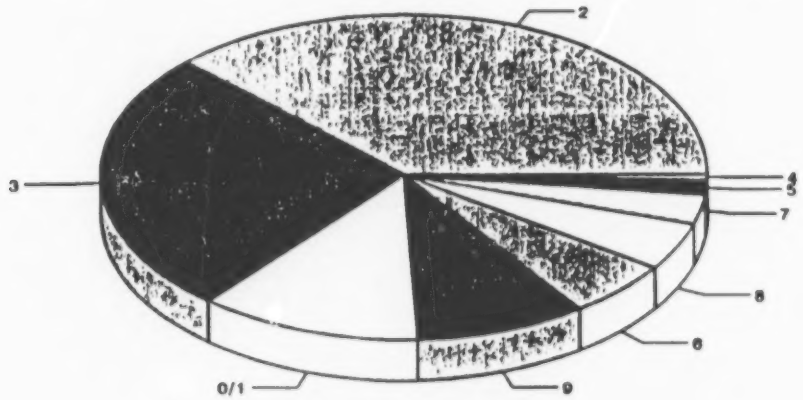
(based on valid CIP Codes)



NUMBER OF POSITIONS

OCCUPATIONS	NUMBER OF POSITIONS	PERCENT OF TOTAL
1 = Business Mgmt. & Bus. Admin. Support	4,389	44%
2 = Consumer, Personal & Misc. Services	519	5%
3 = Engineering & Eng. Related Technology	377	4%
4 = Allied Health & Health Sciences	1,364	14%
5 = Home Economics & Vocational Home Econ.	571	6%
6 = Construction Trades & Industrial Arts	441	4%
7 = Mechanical & Repairs/Precision Production	586	7%
8 = Transportation & Material Moving	244	2%
9 = Computer & Computer Sciences	580	6%
10 = Agribusiness & Agricultural Prod. & Sciences	821	8%
TOTAL:	9,892	100%

DISTRIBUTION OF JTPA PLACEMENTS - PY '91
(by DOT Category)



NUMBER OF PLACEMENTS

DOT CODE - CATEGORY	PLACEMENT COUNT	PERCENTAGE
0/1 = Professional, Technical & Managerial	727	12%
2 = Clerical and Sales	2,329	36%
3 = Service	1,614	26%
4 = Agricultural, Fishery, Forestry and Related Occupations	32	1%
5 = Processing	98	2%
6 = Machine Trades	350	6%
7 = Bench Work	175	3%
8 = Structural Work	288	5%
9 = Miscellaneous	563	9%
TOTAL:	6,176	100%

JTPA 8% Coordination Resources

The JTPA law allocates 8% of available resources to education coordination. JTPA states that not more than 20 percent of the setaside may be used for coordination and training services. Such funds may be spent on technical assistance, professional development, job placement, counseling, curriculum development, and other indirect activities aimed at coordinating education and training.[19] Eighty percent is distributed to the SDAs for similar purposes.

Use of New Jersey's 20% funds in FY 1990: Budget - $ 630,715[20]

State Department of Education	Department of Higher Education	SDA Education Coordinators	Unobligated
$ 3,111	$ 0	$ 475,983	$ 151,621

Use of New Jersey's 20% funds in FY 1991: Budget - $ 690,916

Employment and Training Adm.	State Department of Education	Bergen Vo-Tech	Unobligated
$ 237,071	$ 86,169	$ 60,000	$ 307,676

Under the recent reauthorization of JTPA, the 20% funds of the educational coordination setaside must flow exclusively through state educational agencies to support coordination of education and training services for **school-to-work programs, literacy and lifelong learning opportunities**, and **women in nontraditional employment.**[21]

During this period the State also operated a state funded New Jersey Jobs Training Program (NJJTP). This program also provided services through the JTPA/SDA delivery system. The following chart arrays the types of services provided through both of these resources for FY 1991.

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[19]National Commission for Employment Policy, April, 1985.

[20]NJDOL - Division of Budgeting and Accounting, Final Closeout.

[21]Interim Final Rule to the 1992 JTPA Amendments, 628.315.

Use of 8% State Education Coordination Grant Job Training Program

Service Del. Area	8% State Ed. Coordination	NJJTP
Atlantic/Cape May	Remediation, Pre-employment, Dropout Prevention Training	Classroom & OJT Train'g
Bergen	Twilight Skills Program at Bergen County Vo-Tech School	Referrals to CRT-OJT
Camden	Remediation for potential dropouts at Camden Com. Col.	Referrals to CRT-OJT
Cumberland/Salem	Literacy skills for three levels of competencies	CRT at Sears prog.
Essex	Four In-School Youth Prog.	Classroom Training
Gloucester	Services for the "hard to serve" at Gloucester Com. Col. through a consortium agreement with LEAs	OJT - general population mix
Hudson	ESL and Basic Ed for non-English speaking and non-high school grads at Hudson Com. Col.	Referrals to CRT-OJT
Jersey City	Classroom training through Jersey City Bd of Ed & Hudson County Vo-Tech School	Referrals to various schools
Mercer	Basic Ed and ESL at Com Col	OJT
Middle/Somer/Huntd	Basic skills at Middlesex Vo-Tech School	Job Network Center
Monmouth	Dropout Prevention at Monmouth Co. Vo-Tech School	OJT
Morris/Sussex/Warr	Handicapped Youth Program at local high schools	CRT & OJT programs
Newark	Classroom training at Essex Com Col and Bd of Ed	OJT - hard to serve
Ocean	Pineland H.S., In-school youth program	Referral to CRT & OJT
Passaic	Offender training conducted by Passaic Com Col & Co V-T	Referral to CRT & OJT
Union	Computer training at Union Co. Community College	Dislocated Worker Program

Conclusion

Title II-A services accounted for more than one-half of the total JTPA expenditure for FY 1991 and provided a wide variety of services: job search, occupational skills, English as a Second Language, on-the-job training and exemplary youth. The State Council notes that the major service provider was the proprietary sector for reasons explained earlier. The major type of training was classroom training in occupational skills. Work experience was the longest duration type of training.

The highest cost per position came from classroom training in occupational skills provided by the proprietary schools. The major occupational training cluster from the CIP code list was Business Management, Administration and Support. This is a high demand field at the present time.

Coordination issues are the dominant concerns of the State Council at this time. The intent of Congress is that there should be close collaboration between vocational education as a deliverer of occupational services and JTPA whose mission overlaps that of education in skills training.

Congress has stated its intent that the JTPA Reform Act Amendments of 1992 should address three specific problems in the United States: Adult Literacy, School to Work Transitions, and Education for Women in Nontraditional Fields. The achievement of this purpose will require all agents in the delivery and providing of vocational services to work closely together.

The State Council recommends that one way to achieve this type of vocational synergy is to form a task force to study the best practices of those service delivery areas whose mutual rapport with vocational providers is producing good outcomes. The responses to the coordination surveys document that this teamwork does exist.

More creative utilization of the JTPA 8% set aside can also lead to better coordination and should be aggressively pursued by the state.

PART III

COORDINATION ISSUES

between

VOCATIONAL EDUCATION and JTPA

COLLABORATION AND COOPERATION

The Carl D. Perkins Vocational Education Act and the Job Training Partnership Act include provisions for coordination of services between programs. However, the issue of coordination for vocational education and JTPA is more broadly based than just initiatives between the two vocational providers.

Coordination is not an easily achieved outcome. It requires specific efforts to forge new working relationships and create dynamic results. There are real obstacles to overcome. Education is reluctant to agree to performance-based-contracts. Placement standards influence this hesitation.

The greatest obstacle may be the lack of continuing communication between the two programs. There are excellent examples of coordination, but ongoing initiatives from JTPA and vocational education are needed to maintain and expand these endeavors.

The New Jersey State Council is cognizant of the differing views of education administrators and the directors of the service delivery areas under JTPA. Evaluation of outcomes and value-added-measurement have not been ingrained in the development of the former, while training directors see the utility flowing from education as its foremost benefit.

Another consideration is that of differing learning styles between youth and adults. Most secondary educational administrators earned their credentials in coursework pertaining to children and adolescents. The learning style of children requires repetition, sensory and visual teaching devices, simplification of concepts, and segmentation of subject areas into discrete blocks.

The learning style of adults on the other hand necessitates contextual instruction, application of concepts to the "real world," integration of the subject matter with the workplace, and practicality as opposed to theory. Adults want the "bottom line" as quickly as possible, viz., to put the education to use in obtaining a job, pay increase, promotion, transfer, etc. Useful education leads adults to upward mobility.

The major problem, then, in coordination issues affecting vocational education as a delivery system and its counterpart, JTPA, is one of belief systems at work. Elementary and secondary education is holistic; training, on the other hand, is contextual. Other problems, of course, exist based on the way the different delivery systems work, and these issues will show themselves in the differing responses to questions of a survey sent by the State Council to vocational and JTPA administrators.

NJ SCOVE mailed questionnaires to the county vocational districts, the community colleges, the JTPA entities, and the Private Industry Councils asking for their experience in evaluating the working relationship each had with the other.

The Council was interested particularly in the nature of the barriers existing which make coordination of services difficult. While responses were somewhat predictable, a few were surprising.

1. **Surveys and Response Rates**

SDAs		Vocational Schools		Community Colleges	
Mailed	Response	Mailed	Response	Mailed	Response
16	12	21	15	19	7

The response rate varied from 75 percent for SDAs to 37 percent for community colleges. It is not clear how non-response may have biased the results of the survey.

2. NJ SCOVE asked both vocational educators and JTPA administrators to describe how each would view the working relationship that existed with the other.

In general all parties rated the level of coordination positively. JTPA views this relationship more positively than either community colleges or county voc-tech schools, however, in general all agree that good working relationships exist within the system. The specific responses are summarized below:

3 high schools view their relationship with JTPA as "excellent."

11 high schools view their relationship with JTPA as "good."

1 high school views its relationship with JTPA as "fair."

2 colleges view their relationship with JTPA as "excellent."

5 colleges view their relationship with JTPA as "good."

9 SDAs view their relationship with schools as "excellent."

2 SDAs view their relationship with schools as "good."

6 SDAs view their relationship with colleges as "excellent."

5 SDAs view their relationship with colleges as "good."

1 SDA views its relationship with colleges as "poor."

1 SDA views its relationship with colleges as "fair."

3. NJ SCOVE next asked the high schools, colleges, and SDAs to comment on the "barriers" which impede coordination. The Survey Form offered the following barriers as examples:

BARRIERS	HIGH SCHOOL	COLLEGE	SDA
Availability of public transit to your school	8	1	7
JTPA performance contracts with placement requirements	8	3	6
Cost of your services vs. JTPA budget allocations	1	1	0
Scheduling and your availability of space	5	0	7
Relevancy of JTPA requested programs to high demand career fields	3	0	2

The results shown here identify 3 chief impediments to coordination of vocational delivery services between the vocational system and JTPA.

These barriers are: **a - Poor public transportation**
b - Performance contracts
d - Scheduling of programs

A sample of comments from JTPA:

"The lack of public transportation in the evening is definitely a problem."

"The voc-tech school's definition of successful placement is not compatible with the 90 day limitation of the JTPA. This results in a lower JTPA performance rating while the schools can get credit for placement."

"Unless JTPA clients are placed in classes with high school students, the only available instruction times are late afternoons or evenings."

"Certain programs offered by the school do not appear to be attractive to JTPA clients (especially adult clients.)"

"The ----- County Vocational Schools have limited space to provide training for out-of-school youth and adults. All that is available is a location for night courses, which is inaccessible by public transportation."

"The most significant barrier impeding increased usage of the Vocational School for training purposes is the scheduling availability and length of courses. Since most courses are designed for high school students, they are offered only in September and are usually two years in duration. JTPA students need a more flexible enrollment schedule (not necessarily continuous enrollment, but a minimum of twice per year) and a shorter length."

"One community college refuses the JTPA contract and therefore, JTPA students cannot avail themselves of the school's services."

A sample of comments from schools and colleges:

"The performance contract and the competitive bid process often causes the school district to not be able to recoup all costs of running a program. There are always drop-outs and some students not placed."

" 'A' (public transportation) is a problem in the county."

"Placement requirements inhibit our participation in many programs. Since we are a county voc school, our primary mission is occupational training. Job placement should be the responsibility of JTPA/PIC council and the Department of Labor . .."

"RFPs are restricting training hours to daytime hours only. We prefer evening hours."

"The ideal time for courses is 3pm to 5pm."

"No public transportation is available."

"The amount of money is minimal. Therefore, it is difficult to cover the cost of training and placement requirements."

"One of our schools is not readily accessible. This does limit the number of JTPA clients that can attend that school."

"Most contracts are on an individual referral basis. The local JTPA . . . does not have enough funds to meet demand."

"JTPA tends to go with 'attractive' programs rather than the more traditional ones."

"All of the above at times could serve as impediments to operation of programs for JTPA clients. . . performance contracts, for the most part, have not created a problem, although there is sometimes difficulty in matching programs to clients who have low basic skills."

"There are times when JTPA requested programs are not relevant to high demand fields or higher pay fields."

"JTPA requirements are too stringent for the population we serve. For example, our out-of-school clients who enrolled in college at the end of JTPA training were considered negative terminations."

"Time-lines for Pell Award notification are unrealistic; we need 90 days rather than 30 days."

"No need to bid - JTPA and college should have fixed, no-bid contracts, due to close program site and JTPA office proximity."

4. NJ SCOVE then asked about contracting procedures and whether schools and colleges received RFPs', responded to them, when they last had a contract with JTPA, and in what occupational areas.

All SDAs, except one, reported sending out RFPs. All named the local community college and county voc-tech county school as providers of vocational services.

No county vocational-technical school reported that it "never" received a training contract. Programs in which these schools provided training to clients from JTPA included:

Licensed Practical Nurse
Data Processing
Medical Assistant
Auto Mechanic
Auto Technician
Auto Body Repairer
Building Maintenance
Cosmetology
Building Trades
Bookkeeping
Secretarial
Nurses' Aide
Welding
Landscaping

On the other hand, the response to the number of students served varied greatly from 10-20 to the hundreds. Some reported having contracts each year since the JTPA law took effect in 1984; others reported no recent contracts. Many had programs for Summer Youth.

Half the respondents reported that placement was a responsibility of the institution itself. About one-fourth said they did not keep track of placements. One or two did not know who placed the students, and a similar number said that JTPA did the placement.

Only one county college reported never receiving an RFP for a training contract. The others made comments similar to those of the county vocational schools. Areas of occupational training included:

English as a Second Language
Office Automation
Electronics
Computer Operations
Secretarial/Word Processing
Computerized Accounting
Respiratory Therapy
Nursing
Paralegal
Front Desk Management

The aggregate level of activity between JTPA and service providers is detailed in PART II.

5. NJ SCOVE inquired about communication between JTPA and the vocational deliverers of services. It is possible that some, if not all, of these barriers or problems could be alleviated if the two systems were in better rapport. The State Council questioned if any of the Private Industry Councils had "an education subcommittee."

Only one of 12 said "Yes."

6. NJ SCOVE asked for a profile of the educational representatives on the Private Industry Council.

Five PICs replied that the local county college president was a representative. Most had deans of community affairs or deans of continuing education.

Nine of 12 SDAs replied that the county vocational superintendent was a member of the Private Industry Council. One reported an assistant superintendent was a member, and two said that directors of adult education were members of the PIC.

7. Finally, the State Council asked respondents to summarize from their own experiences examples of cooperation and coordination. The following represents the most frequently cited responses:

a. **contracted programs;**
b. **shared labor market information;**
c. **an economic development task force chaired by the County Vocational School superintendent and the Community College president;**
d. **staff visits to schools to provide labor-market information;**
e. **cooperative programming; a dislocated worker center at the school site.**

Examples of services, other than training, provided by the schools in cooperation with JTPA included:

a. **counseling;**
b. **career guidance;**
c. **information workshops;**
d. **assessment of aptitudes, interests, etc.**
e. **placement;**
f. **life skills counseling, seminars on drug and alcohol abuse.**

Another function of this biennial report is to address the "extent to which vocational education, employment and training programs in the State represent a consistent, integrated, and coordinated approach to meeting the economic needs of the State."[22]

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[22]Carl D. Perkins Vocational and Applied Technology Amendments of 1990.

New Jersey has a focused and holistic design in its coordination of employment and training services. In April, 1992, the Governor accepted the *A Unified State Plan for New Jersey's Workforce Readiness System* which provides a framework for accomplishing the needed interagency collaboration. The previous March, the SCOVE was reconstituted to coordinate with the State Employment and Training Commission, New Jersey's Job Training Coordinating Council, because the workforce readiness system must incorporate occupational education and youth.

Another example of New Jersey's integrated approach to meeting the economic needs of the state is the Workforce Development Program, an initiative designed to retool workers dislocated by obsolescent job skills. The act provides qualified workers with training vouchers and assists businesses with customized training programs.

To date this integrated approach has not extended to the local level. Coordination between JTPA and Vocational Education is strongest at the service contracting level. Broad collaborative efforts to jointly plan agency and institutional activities have not occurred. The State Employment and Training Commission has developed a local strategic planning framework to address this issue. When this framework is implemented it will raise the level of coordination and collaboration to a higher level.

PART IV

PUBLIC MEETINGS

MARCH 25, 1992

MARCH 8, 1993

TESTIMONY BEFORE THE STATE COUNCIL ON VOCATIONAL EDUCATION

March 25, 1992

Many items were emphasized by several of the presenters at the hearing. These consensus recommendations included:

1) All students, including those in vocational education, need basic competencies to succeed in the workplace.

2) Work skills are best taught in a combination of classroom and on-the-job settings.

3) Articulation of educational experience between secondary and post-secondary institutions must be nurtured and expanded.

4) There is a need for developing effective communication within institutions between classroom and administrative levels, as well as between institutions and educational systems.

5) Competency testing for graduates of programs should be coordinated and standardized.

6) There needs to be expanded support and funding for vocational programs.

7) Apprenticeship should be emphasized as a primary linkage between school and work.

8) Care must be given to only use the term "pre-apprentice" for programs that are registered in the Bureau of Apprenticeship and Training.

9) A concerted effort between the Departments of Education, Labor, and the Federal Bureau of Apprenticeship and Training should be formed to expand apprenticeship in New Jersey.

10) Accessibility to apprenticeships must be dramatically expanded for women and minorities.

11) There needs to be continued funding and closer connection between special education and vocational services for both youth and adults.

12) Carl Perkins legislation should be reviewed to identify and help eliminate barriers to the extension of career education into the elementary grades.

13) Mandated service must be directly connected to sufficient resources available to comply with mandates.

NEW JERSEY STATE COUNCIL ON VOCATIONAL EDUCATION
HEARING

MARCH 25, 1992
9:00 AM - 1:00 PM

CONTINUING EDUCATION CENTER
RUTGERS UNIVERSITY

FUTURE OF VOCATIONAL EDUCATION IN NEW JERSEY

A G E N D A

COUNCIL MEMBERS PRESENT

David L. Crawford, Chair
Walter Howard
Harriet A. Kass
Edward Pulver

Welcome ..... David L. Crawford
Chair

TESTIFIER	AFFILIATION/REPRESENTATION	TIME
Dr. Robert Scott *	President, Ramapo College	9:15 a.m.
Thomas Marchesello	Director Adult Education Sussex County Vo-Tech	
	President, Vocational Education Association of New Jersey	9:30 a.m.
Meredith Flynn *	Director of Special Services Gloucester County School of Technology	9:45 a.m.
Mike Kegan *	Assistant Principal of Continuing Adult Education Gloucester County School of Technology	10:00 a.m.
	N.J. Association of Apprenticeship Coordinators	
Tom Hudak *	Director of Vocational Education Morris Hill School District	10:15 a.m.
	N.J. Vocational Administrators and Supervisors	

Dr. Francine Farber	Supervisor of Instruction Bergen County Special Services	10:30 a.m.
Norm Provost	District Supervisor for Applied Technology Hackettstown Public Schools	10:45 a.m.
Pat Thoms-Capello	Director of Resource Development Community College of Morris	11:00 a.m.
Bob Estok	Supervisor of Vocational/ Technical Education Perth Amboy Public Schools	11:15 a.m.
Dr. Charles Lee *	Central Office Supervisor Salem County Vo-Tech	11:30 a.m.
Raymond Bielicki *	Division Head for Special Needs Salem County Vo-Tech	11:35 a.m.
Richard van Gulik *	Division Head for Vocational/ Technical Programs Salem County Vo-Tech	11:40 a.m.
Barbara Kershaw *	Salem County Vo-Tech Student and Parent	11:45 a.m.
Camille Mahon	Middlesex Community College	12:00
Richard L. Hoffman	Supervisor for Mobil Research and Development Gloucester PIC and Construction Services	12:15 p.m.
Bill Lewis *	Associate Director of Government N.J. Education Association	12:25 p.m.
Walter Rudder	Superintendent Burlington County Vocational Technical School	12:35 p.m
Donald Anderson	Professor, Technical Dept. Glassboro State College	12:45 p.m.

* Denotes written testimony is available at Council Office for your review if desired.

14) Simplification of administrative and supervisory activities in co-op education must be addressed.

15) The tailored and customized training relationship between vocational programs and individual employers should be expanded.

16) Stronger employer involvement in curriculum design and requirements should be undertaken.

17) Vocational programs should be regularly reviewed to ensure that they are keeping pace with the rapid changes in technology.

18) A more effective utilization of resources between and among institutions should be established.

19) The connection between second chance systems and the secondary and post-secondary vocational programs should be strengthened to provide lifelong access to value added skill upgrading for New Jersey's workforce.

20) Vocational education is a viable means for students and workers to secure economic sufficiency.

Testimonies from various individuals indicate that there is no clear consensus on the approach for expanding vocational education on the secondary level. Several presenters advocated a system based on county vocational technical schools as the primary deliverer of vocational technical training. Several other presenters advocated the primary utilization of comprehensive high school as the back bone for vocational technical education.

SECOND PUBLIC MEETING

The New Jersey State Council held a second public hearing on March 8, 1993. The hearing was chaired by NJSCOVE Chair David Crawford. Members Harriet Kass and R. Sanders Halderman also represented the Council at the hearing.

The New Jersey State Council appreciates the time and effort which the testifiers and the attendees gave to making its hearing on vocational education successful. Approximately 75 people attended the four hour meeting and 12 individuals addressed the topics on the agenda.

The State Council invited the public to speak to the following issues of importance in achieving the intent of the Perkins Act:

- Partnerships between Vocational Education and the Business Community with a particular emphasis on innovative approaches to school to work transitions like Youth Apprenticeships;
- Coordination between JTPA and Vocational Education in New Jersey highlighting areas in which vocational education and training programs could represent an integrated approach to meeting the economic needs of the State;
- Components of successful Tech-Prep Programs: applied academics, career guidance, etc.

The State Council was encouraged by the testimony and its application to initiatives currently underway in New Jersey. Presenters were candid, and their openness and honesty about their perceptions of vocational education in the State offer a compelling reason for public hearings like this.

It is not simply that the Council learned things which it previously did not know. In fact, it did. But whether it did or not is not the most relevant factor. What is salient is that the members heard what is good and what is not in vocational education.

The following individuals testified at the hearing:

TESTIFIER	AFFILIATION
David D'Alonzo	Assistant Superintendent, Somerset County Voc-Tech Schools
Charles Doty	Advisor, Graduate Vocational-Technical Programs, Rutgers University
Meredith Flynn	Director, Special Services, Gloucester Voc-Tech School
Michael Kegan	Assistant Principal, Gloucester Voc-Tech School
Margaret Lawlor	Associate Director, Instruction and Training, NJEA
Thomas Marchesello	Director, Adult Education, Sussex County Voc-Tech School & VEANJ
Brian McAndrews	Superintendent, Monmouth County Vocational Schools
Maryann Sakamoto	Director, Adult Education, Atlantic County Voc-Tech School
James M. Seeley	Vice-President, Association of Apprenticeship Coordinators
Robert Weber	Professor, Department of Technological Studies, Trenton State College
William Weightman	Supervisor, Testing Research, New Jersey Department of Labor
Susan Zivi	President, New Jersey Cooperative Education Association

Besides those who addressed the Council and the audience of 75 persons, there were four submissions of written testimony by persons who could not appear.

1. Judith S. Becker — Vice-President and Human Resources Manager, Citibank Mastercard/Visa
2. Janice Honig & Judy Jonas — Coordinators, Fair Lawn Deaf Program
3. Dennis C. Rizzo — Program Support, The New Jersey Developmental Disabilities Council
4. Diane Scarangella — Assistant Director, Career and Life Counseling, Bergen County Technical Schools

Several issues and points of consensus emerged from the hearing. These included the following observations and recommendations:

* A systemic change is needed in New Jersey's school-to-work transition efforts.
* Youth Apprenticeship and formal cooperative education collaborations with employers must be established as a viable path for high schools students.
* Registered apprenticeship is an important ingredient in building a world class workforce for New Jersey. Connections between secondary education and registered apprenticeship must be established.

* Career counselling must be restructured to effectively guide students toward 21st century careers.

* Career guidance must be integrated into both primary and secondary curricula.

* Immediate attention to the certification procedures for vocational educators is needed in order to avoid a potential shortfall of qualified instructors in several emerging occupational fields.

* Technology education must be expanded to all primary and secondary schools in the State.

* Effective business-education partnerships are needed to insure that vocational education is responsive to the needs of employers and the economy.

* Secondary and post-secondary vocational and occupational education programs must be more fully articulated.

* Clear standards and definitions are needed to fully exploit the potential of tech prep.

* The retraining of the workforce requires schools to rethink the way courses are scheduled and curricula is developed.

* The major stakeholder, institutions and agencies, must plan collaboratively to use their resources for worker training and student preparation.

PART V

STATE COUNCIL RECOMMENDATIONS

TO THE STATE BOARD

OCTOBER 8, 1992

MEMORANDUM

TO: ***The State Board of Education***

DATE: ***October 8, 1992***

SUBJECT: ***RESTRUCTURING AND REVITALIZING OCCUPATIONAL EDUCATION IN NEW JERSEY***

In the last eighteen months, three significant benchmarks occurred in New Jersey, making the state a national model in workforce development. In short, New Jersey was:

* *The first state to reconstitute its State Council on Vocational Education into a human resource development environment on March 15, 1991, leading other states to follow suit and the Congress to take this approach in writing the 1992 amendments to the JTPA reauthorization,*

* *The first state to develop a comprehensive Unified State Plan, accepted by the Governor in March, 1992 as a blueprint for the 1990's, guiding state government in creating a workforce development agenda for New Jersey, and*

* *One of the first states to implement a Workforce Development Partnership Act, signed by the Governor in July, 1992, providing a strong catalyst for implementing New Jersey's workforce readiness system.*

These actions have placed the state at the forefront of a national movement -- one which has spawned a stream of books, reports and studies from a variety of commissions on the nature of future work and the preparation of American workers.

Two strands run through these documents; viz., <u>what work requires of schools</u> and <u>how to redefine success in vocational education</u>. In this light, the State Council makes nine recommendations on creating a new paradigm in vocational education, the focus of which is ***work-related-learning****. These vary in scope from "apprenticeship training" to a reformatted high school transcript called "WorkLink."*

In presenting these recommendations, the State council is following the mandate of the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 (P.L. 101-392), also known as "Perkins II": ***"During each State plan period . . . each State council shall . . . make recommendations to the State board and make reports to the Governor, the business community, and the general public of the State, concerning . . . policies the State should pursue to strengthen vocational education . . . and initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs.(Sec. 112(d)(2)(B) and (C)).***

It may be helpful to explain the structural system of both the State Council on Vocational Education (SCOVE) and the State Employment and Training Commission (SETC). The 1969 amendments to the Vocational Education Act of 1963 authorized State Councils on Vocational Education (SCOVEs). Subsequent legislation including Perkins II required each state wishing to participate in federal vocational education programs to establish a SCOVE consisting of 7 representatives from the private sector and 6 from the educational community. The Council's statutory responsibilities are to advise the State board on the State plan for Vocational Education; to make recommendations to the board, the Governor, and the public on ways to improve vocational education; and to evaluate the extent to which vocational education, employment, and training programs represent a consistent, integrated, and coordinated approach to meeting the economic needs of the State.

Legislation creating the SETC was signed into law in 1990. The act instructs the SETC to develop and assist in the implementation of a State employment and training policy . . . which, in concert with the efforts of the private sector, will provide each citizen of the State with equal access to the learning opportunities needed to attain and maintain high levels of productivity and earning power. The SETC is comprised of six cabinet officers including the Commissioner of Education, a member of the state assembly, a member of the state senate, and 26 representatives of business, labor, and the employment and training community.

On March 15, 1991 Governor Florio signed Executive Order #28, making New Jersey the first state to integrate its SCOVE with its principal human resource body, the SETC. The priority of both the SETC and the SCOVE is the development of a unified workforce readiness system emphasizing high performance employment skills with occupational competencies in emerging technologies. In March, 1992 Governor Florio accepted the SETC's Unified State Plan which provides a framework for accomplishing these objectives.

Dr. David L. Crawford is the chairperson of NJ SCOVE and a member of the SETC. He is the founder and president of Econsult Corporation, an economic consulting firm with offices in Philadelphia and Washington. In 1988, the U.S. Secretary of Labor appointed Dr. Crawford executive director of the Commission on Workforce Quality and Labor Market Efficiency which produced a report in 1989 titled Investing in People: A Strategy to Address America's Workforce Crisis. Dr. Crawford is also an adjunct Professor of Economics and Management at the Wharton School of the University of Pennsylvania. He lives in Mount Laurel, New Jersey.

RECOMMENDATION #1 - ***Definition of "Occupational Education"***

The Department of Education should adopt a single operational definition of "occupational education," and identification of the activities needed to prepare students to participate in the workforce.

We propose the following definition: Occupational education is an organized program of study, whether intellectual, technical, or skill-based, directly related to the preparation of individuals for employment, or to skills enrichment or retraining for individuals already in the workforce. Occupational education programs can be offered at all educational levels and can be credit or non-credit.

Today, occupational education consists of a mosaic of programs and structures which have evolved over a 60-year period. All too often agencies that deliver employment and training programs are unclear about both who their constituency is and what the purpose of their program entails. If we accept this definition, then our belief systems about occupational education will have to carry over into practice.

*RECOMMENDATION #2 - **Comprehensive Career Education***

The Department of Education should:

* *Develop a career development program to be integrated into the school curriculum beginning at the elementary level,*

* *Prepare all students for the changing workforce by increasing their understanding of the relationship between education and employment, improving their career decision-making skills, and linking job counseling with students who are working.*

* *Encourage business participation in developing the content of the curriculum for public school work preparation programs, including any supervised work experience component.*

*RECOMMENDATION #3 - **WorkLink***

The Department of Education should facilitate the school-to-work transition through a summary of student performance, like WORKLINK, an "employer friendly" record developed by the Educational Testing Service that makes school performance count in the workplace. The WORKLINK transcript includes generic and job specific skills assessments, confidential ratings of work habits, and information on work experience.

*RECOMMENDATION #4 - **Value-added Measurement***

The Department of Education should endorse an outcome-oriented accountability system for occupational education which is labor market based and which includes:

a. *performance indicators and standards which measure:*

1. *the ability of completers to compete in the workforce;*
2. *the delivery of services to individuals who might not otherwise be able to achieve economic self-sufficiency; and*
3. *specific occupational competencies at the conclusion of the education and training programs.*

b. *the use of common terms, time frames, and definitions.*

The Task Force recommends that the criteria specified above be used to develop fair, but uniform, statewide measures and standards for the evaluation of occupational

education programs. Where appropriate, the employment data generated by the Wage Report System should be used as part of the performance measures.

RECOMMENDATION #5 - ***Linkages to Business and Labor***

The Department of Education should use the best ideas concerning work-based learning, including apprenticeship, to educate students for the workforce.

The Commission on the Skills of the American Workforce reports that the nation's employers spend an estimated $30 billion on formal training. At most, only one-third of this amount is spent on the non-college educated workforce, affecting no more than eight percent of the front-line workers.

Our work-based learning system is currently an amalgam of private and public sector programs including:

* *secondary and post-secondary cooperative education, work study, and internship arrangements between schools and employers,*

* *a formal apprenticeship process for a limited number of occupations, predominantly in the construction trades,*

This system is characterized by a lack of purposeful connections between the business and education sectors in the strategy and design of programs. Most are underutilized, too narrowly applied, and ineffectively linked to the broader issues of workforce readiness and global competitive demands. A clear need exists to refocus attention on enhancing work-based learning by broadening the use of this approach as a means of narrowing the skills gap.

*RECOMMENDATION #6 - **Youth Apprenticeship Programs***

The Departments of Education and Higher Education need to expand technical preparation in conjunction with Labor and Industry to include a sequence of secondary school vocational training plus one or two year programs of vocational training after high school with advanced apprenticeships in industry in order to provide new workers with practical, rather than theoretical applications, in occupational preparation and basic skills instruction.

A Policy Recommendation from the Federal Committee on Apprenticeship, January 28, 1992 defines the following elements of apprenticeship:

What Apprenticeship Is: The Eight Essential Components

1. *Apprenticeship is a training strategy that:*

   a) *combines supervised, structured on-the-job training with related theoretical instruction and*
   b) *is sponsored by employers or labor/management groups that have the ability to hire and train in a work environment.*

2. *Apprenticeship is a training strategy that prepares people for skilled employment by conducting training in bona fide and documented employment settings. In the building trades, for example, some apprenticeship programs are as long as five years with up to 240 hours of related instruction per year.*

3. *Apprenticeship is a training strategy with requirements that are clearly delineated in Federal and State laws and regulations. The National Apprenticeship Act of 1937 (also known as the Fitzgerald Act) and numerous State laws provide the basis for the operation of formal apprenticeship training programs in the United States.*

4. *Apprenticeship is a training strategy that by virtue of a legal contract (indenture) leads to a Certificate of Completion and official journeyperson status.*

5. *Apprenticeship is a training strategy that involves a tangible and generally sizable investment on the part of the employer or labor/management program sponsor.*

6. *Apprenticeship is a training strategy that pays wages to its participants at least during on-the-job training phase of their apprenticeship.*

7. *Apprenticeship is a training strategy in which participants learn by working directly under the supervision and tutelage of masters in the craft, trade, or occupational area.*

8. *Apprenticeship is a training strategy that involves a written agreement and an implicit social obligation between the program sponsor and the apprentice.*

RECOMMENDATION #7 - "School to School" Bridges

The Departments of Education and Higher Education should encourage expansion of collaborative arrangements between secondary and postsecondary institutions to ease "school to school" transitions, establishing a longer learning continuum for vocational students with a minimum of duplication of coursework.

The ultimate goal of "school to school" bridges is to establish greater continuity between secondary and postsecondary institutions across an array of workforce readiness oriented programs, e.g., cooperative education. All secondary schools in New Jersey should have articulation agreements with postsecondary schools in a wide variety of subject areas.

RECOMMENDATION #8 - Dissemination of "Tech-Prep" Programs

The Department of Education should formulate a list of all active and current tech-prep programs and make this available both in printed form as well as "on-line" to the Network for Occupational Training and Education (NOTE), Career Information Delivery System (CIDS), and Automated Labor Exchange (ALEX) systems and other computerized data bases.

RECOMMENDATION #9 - Competency-Based-Education

The Department of Education should revise, as needed, high School graduation requirements to assure the inclusion of the five competencies and three foundation skills, identified by the Secretary of Labor in the first SCANS Report, What Work Requires of Schools. Curriculum development based on these outcomes would assure that students have the ability to put knowledge to work which is the keystone of the Unified State Plan and the Workforce Readiness System.

The five competencies and three foundation skills are:

***Resources**: Identifies, organizes, plans, and allocates resources.*
***Interpersonal**: Works with others.*
***Information**: Acquires and uses information.*
***Systems**: Understands complex inter-relationships.*
***Technology**: Works with a variety of technologies.*

***Basic Skills**: Reads, writes, performs arithmetic and mathematical operations, listens and speaks.*
***Thinking Skills**: Thinks creatively, makes decisions, solves problems, visualizes, knows how to learn, reasons.*
***Personal Qualities**: Displays responsibility, self-esteem, integrity, and honesty.*

PART VI

STUDENTS AT RISK, A STATE COUNCIL COLLABORATION WITH THE STATE EMPLOYMENT AND TRAINING COMMISSION

The State Employment and Training Commission has concluded that a generation of young people are facing under-employment or unemployment as a result of the increased skill demands required by the global economy. This report offers a broad set of recommendations to improve the way young people are prepared for the "world of work."

The work of the Task Force followed the course developed within the State Employment and Training Commission's **Unified State Plan For New Jersey's Workforce Readiness System** recently approved by Governor Florio. The Plan establishes a comprehensive series of recommendations to improve New Jersey's workforce readiness system. The primary focus of the At-Risk Youth Task Force is to offer recommendations designed to meet the employment, training and education needs of a specific group, at-risk youth. The recommendations would then be implemented through a revitalized worker preparation system. The New Jersey SCOVE collaborated with the Task Force in the development of! these recommendations and supported their adoption by the SETC.

The Task Force offers the following recommendations:

1. Develop a comprehensive, employment-oriented program for at-risk youth that provides opportunities for career exploration, employment experiences, and a transition to the "world of work." This program must be available to **both** in-school and out-of-school youth.

2. Create youth apprenticeship opportunities as described in the proposed "National Youth Apprenticeship Act of 1992." The first step in shaping a new national concept of youth apprenticeship is to develop a strategy for preserving the successful aspects of traditional apprenticeships while expanding those approaches identified within "youth apprenticeship."

3. Develop a joint strategy between the Departments of Education and Higher Education to link cooperative education programs between secondary and postsecondary institutions and to improve their quality.

4. Expand summer work experiences for in-school youth through partnerships between businesses and the schools and through programs such as structured employment training, job tryout and shadowing.

5. Enhance and expand the Department of Higher Education's successful Pre-Collegiate Academic Program, College Bound.

6. Expand and strengthen the School-Based Youth Services Program by adding an employment component that includes, e.g., job tryout, community service work experience, and job shadowing.

7. Expand the New Jersey Youth Corps Program by including an explicit vocational education component while maintaining the program's current philosophy.

OVERVIEW

During the Task Force's deliberations, it became apparent that the emergence of the global economy affected the way America and New Jersey need to think about the employment prospects for young people. This understanding provided the framework through which the Task Force analyzed employment problems and offered recommendations for at-risk youth.

Task forces that focus on at-risk youth traditionally recommend programs that provide special attention to the target population. In that sense, this report also strongly advocates that those with the greatest need be given priority when resources are allocated. Yet, the Task Force felt that more was needed to address the present and future employment problems of this generation of young people.

The Task Force found that two interrelated phenomena adversely affect the ability of a majority of young people to succeed in the labor market. The first phenomenon is that families and communities provide less nurturing and support and fewer role models than was common in the past. Today, youth find the support they need by relying on their own emotional resources and those of their peer group. They do so at a time when the dangers posed by violence, drugs, and diseases, such as AIDS, are increasing rapidly. These changes are evident everywhere--in the suburbs and the cities and among all racial and ethnic groups. Indeed, such problems appear to be pervasive, although overwhelming evidence suggests that Black and Hispanic youth suffer most from poverty and other forms of social neglect.

A second phenomenon is the change in the work-related skills demanded by the global economy. Young people who drop out of school or do not continue their education beyond high school are in danger of being unable to obtain good jobs at good wages. The educational demands of the economy will require that grade fourteen be the minimal educational level for entrance into the labor market. Does this apply to all young people? No, but the trend is clear: jobs of the 1990s and into the next century will demand this level of educational attainment by most entrants into the workforce.

The Task Force, therefore, advocates fundamental changes in the way young people are prepared to enter the labor market. These changes not only acknowledge that the risk of under-employment and unemployability has intensified for our most vulnerable youth, but that it will also affect those youth once thought immune from such problems.

BACKGROUND

The work of the State Employment and Training Commission's At-Risk Youth Task Force represents a continuation of activities that began several years ago. Fortunately, many of the recommendations offered in the draft report of that first Task Force have been implemented. Of major importance is the establishment of FamilyNet which institutionalizes collaboration among eight State Departments. Working with business and community organizations, FamilyNet seeks to empower communities and schools to coordinate services that children and families need - in school and out. This creative alliance of agencies answers a major concern of the draft report by assuring comprehensive services for at-risk youth and their families.

FamilyNet deserves particular recognition for establishing a bold new process for changing the way schools and the community collaborate for the best interests of children. It is a "holistic" approach to providing youth and families with a comprehensive set of necessary support services. By creating regional teams of state officials to work directly with schools, FamilyNet has created "user friendly" support networks operating out of the schools.

The Unified State Plan For New Jersey's Workforce Readiness System represents another response to the needs of at-risk youth. The Plan, recently accepted by Governor Florio, offers a comprehensive series of recommendations for improving the quality of the entire workforce readiness system.

THE CURRENT SITUATION

"There is a sharp disparity between what Americans do for college-bound youth and what they do for the Forgotten Half."

The Forgotten Half - Final Report 1988

This report focuses on the employment needs of the "forgotten half" - those youth who are not college-bound. There are specific recommendations in the Plan to address the needs of this population, most notably those involving tech-prep, school-to-work transitions and connecting social support services to the workforce readiness system. These youth, the forgotten-half, are most vulnerable to being unable to succeed in the global economy.

The State Employment and Training Commission has a special interest in the future of the at-risk youth population in New Jersey. Aside from a basic concern that all New Jerseyans, irrespective of their life circumstance, receive equal opportunity to achieve success, the evolving

labor market and demography suggest that a growth economy will require the participation of all our citizens.

The business community is concerned about the availability of qualified entry level and skilled workers. Global competition places a high priority on the skills of the workforce as the key ingredient of productivity. A modern economy requires skilled and adaptable workers who can fill jobs in technology-dependent industries. In order to provide the employees needed for a growth economy, the SETC must place a high priority on preparing at-risk youth for the labor market.

At-risk youth have an especially difficult set of barriers to overcome to succeed in jobs created by the global economy. They frequently lack role models of success to emulate, good work habits and academic motivation. As a result of these deficits, the temptations of the street may lead them astray. School is the **only** institution that touches the lives of all these youngsters, making its transformation into a learning environment to meet the rigorous intellectual and employability demands of the next century of enormous importance.

CHANGES IN WORK ETHIC ATTITUDES

The changes in American society and culture that have made so many young people socially and economically vulnerable are complex. The nation's culture has experienced deep, pernicious changes in attitudes concerning learning and work. It cannot be assumed, as it once was, that a respect for learning or the value of work is universally fostered among the young. Nor can it be assumed that all people come from communities populated with role models of successful students or workers. In short, there has been a major decline in the value our society places on education and work; traditional routes of upward mobility for semi-skilled workers have largely disappeared; and the patience to defer gratification is no longer prized.

At-risk youth are frequently motivated by values, standards, and goals different from those of mainstream youth. While generational mistrust is not a new phenomenon, it appears to have become more common in recent years. The young are less likely to conform to the beliefs of previous generations and are more likely to feel disconnected from mainstream culture and behavior. In some important respects, youngsters are replacing the public and family socialization process with one more dependent on peer influence as a source of personal identity. Clearly, changes in the family structure, the decline in the perceived "relevance" of schooling, and an erosion in the authority of other public and private institutions have alienated many youth from society. Such alienation may place these youth at greater risk of being affected by chronic unemployment, crime, drug addiction, and AIDS.

MEETING THE CHALLENGE

The problems of at-risk youth cannot be solved by the schools alone, but require a concerted, collaborative effort by a variety of agencies. Partnerships between the schools and a wide variety of agencies are required to meet the challenge of returning at-risk youth to the mainstream culture. Schools are often unfairly criticized for not having an answer for all of society's problems. It is for this reason that all relevant institutions in New Jersey must take responsibility for the fate of this generation of young people.

A broad range of topics was covered by the Task Force. Implicit in these discussions and testimony by outside experts was the acknowledgment that far too many young people in today's society are at risk of being unable to achieve economic self-sufficiency. Task Force members further understood that reforming the school system in New Jersey is necessary to meet the needs of the modern student. Simply put, a school system designed for an era when young people were expected to spend their summers working on the farm, the family structure was intact, job requirements were based more on physical rather than mental abilities and drugs did not threaten to destroy the lives of many, is not adequate in the 1990s.

The Task Force's primary objective is to enhance the prospects of young people for obtaining the level of employment-related skills required for success in the modern labor market. To accomplish this ambitious task, schools must be made more responsive to the employment needs of students - their orientation and curriculum must be more closely correlated to the labor market.

A major assumption made by Task Force members is that students must stay in school. In only the rarest of cases is a student advantaged by dropping out of school. It is also understood that many students who physically stay in school have dropped out psychologically - they become disengaged from the curriculum and the life of the school. Indeed, the skill demands of the global economy will require students to stay in school through grade fourteen, not grade twelve. The high skill/high wage jobs of the future will necessitate postsecondary education as well as a commitment to lifelong learning.

The extent to which schools enrich their curriculum with work-related experiences will reduce the number of students who drop out of school. There was strong conceptual agreement within the Task Force that schools must come to assume a larger role in the lives of their students. For at-risk students, schools must be a key contributor to reinforcing family values, including the direct relationship between work and the quality of life. This led to strong endorsement of the Department of Human Service's "School-Based Youth Services" program and the FamilyNet initiative currently being carried out by an inter-agency workgroup consisting of the Departments of Community Affairs, Corrections, Education, Health, Higher Education, Human Services, Labor, the SETC, community agencies and business representation. These two efforts seek to bring vital social services to the schools and extend needed services to the parents of the students in New Jersey's poorest districts.

SCHOOL AND WORK

By bringing the schools closer to the labor market, the Task Force wants the schools to use the entire educational experience to better prepare youth for meaningful and productive careers, while simultaneously using the career relevance of academic learning as a way of motivating students to achieve educationally. The duality separating academic and vocational learning is artificial. Indeed, the reluctance to give meaningful status to occupational education as a way of avoiding "tracking" in the name of equality has produced an educational system in America that is more glaringly unequal in its outcomes than that of any other advanced industrial nation.

The Task Force devoted special attention to the needs of those youth who had left school. Recent studies have concluded that the dropout rate, particularly in the urban districts, is appallingly high . In some of these districts more than half of those students who begin high school fail to graduate. There are few jobs at decent wages available for high school dropouts.

To the extent that a diminution in the ambitions, expectations and hopes of at-risk youth has been shaped by a lack of positive work experiences, it is axiomatic that enhancing the opportunity for youth to succeed at work will change these attitudes. The Task Force strongly believes the values, standards and goals of at-risk youth will be positively influenced by a revitalized educational experience. Indeed, the creation of a new educational environment where cultural diversity is respected, where the ambitions of young women are

given full expression and where the satisfaction of being a skilled and productive worker is celebrated, is the goal of the Task Force.

The barriers to establishing such an educational environment are formidable. A major tenet of the Commission's Unified State Plan for New Jersey's Workforce Readiness System holds that for reasons of both equity and diversity in the workforce, the talents of all citizens must be utilized if the economy is to prosper. A recent study by the American Association of University Women, The AAUW Report: How Schools Shortchange Girls, demonstrates how "girls are systematically discouraged from courses of study essential to their future employability and economic well-being." The educational experiences of girls, according to the Report, frequently renders their circumstances and needs invisible. This is often expressed in subtle interactions in the classroom which diminish the value of their participation, serving to lower their self-esteem and limit their career aspirations. Other problems that face young women, such as the alarming rise in teenage pregnancies, often prove to be insuperable barriers to career success and demand responsive public policies. The Task Force strongly urges the SETC to affirm the importance of gender equity as it continues to pursue an agenda of inclusiveness to assure all New Jerseyans an equal opportunity of "making it" in the global economy.

The Task Force grappled with significant questions ranging from defining at-risk youth to assessing how programs could be strengthened and expanded to meet their needs. The Task

Force was particularly interested in the factors that contribute to high youth unemployment and in ways of improving the employment, education and training system to maximize the opportunities for young people to find gainful employment.

While the Task Force drew from the work of the previous Task Force in establishing a definition of at-risk youth, its operating definition focused on those youth in danger of being unable to enter a career with a future. The Task Force was also cognizant of the special problems that plague inner-city youth, especially Black males, in obtaining the skills they need to succeed in the economy. For this population a comprehensive strategy must be developed to reverse the tide of drug abuse, dropouts, teenage pregnancies and despair that threatens to engulf a generation of urban youth. The Task Force was gratified to see the Department of Human Services establish an inter-agency conference on "Minority Males" to address this important issue.

The Minority Males Conference, along with a host of academic and governmental studies, continue to demonstrate the particular and in some sense overwhelming problems faced by minority males, especially Afro-Americans. The 1991 Report of the 21st Century Commission on African-American Males pointed out that one-third of all Black families live below the poverty line and half of all Black children will spend their youth growing up in poor, often single parent families. About one out of four Black males between the ages of twenty and twenty-nine is in jail. Suicide rates for young Black males have tripled since 1960 and their unemployment rate is more than twice that of White males.

Recent events in South Central Los Angeles are a glaring reminder of the violence, massive unemployment and atmosphere of hopelessness and despair that affect too many African-American youth. This Task Force strongly advocates that, as priorities for the programs are developed through these recommendations, the needs of these youngsters be given special consideration. As suggested in other parts of this report and by the Unified State Plan For New Jersey's Workforce Readiness System the future economy requires enhanced skills for all workers - all sources of human capital must be tapped.

The Task Force was, nevertheless, mindful that the mismatch between the demands of the evolving labor market and the skill level of young people is not simply the problem of minorities or the poor. The risk of being unemployable or only being qualified for minimum wage jobs applies to far too many of our youth, suburban as well as urban. Indeed, a recent study, Learning A Living: A Blueprint For High Performance, (A SCANS report for America 2000), highlights both the necessity of obtaining postsecondary education and the particular problems of minorities. The report asserts there is an alarming growth in men with high school diplomas earning less than the amount necessary to support a family of four above the poverty line.

"In 1989 more than two out of five African-American men, one in three Hispanic men, and one in five White men, all with high school diplomas did not earn enough to lift a family of four out of poverty. Unless there is a second wage earner, their families will not have what most would call a decent living."

Therefore, any definition of at-risk youth must acknowledge the pervasiveness of the problem in order to offer systemic changes to the way youth are prepared for the world of work. In pursuit of this objective the Task Force developed the following definition of at-risk youth:

> **At-risk youth include youth who are not doing well in school or who have dropped out and whose behavior and/or background serve as predictors for dependency, i.e., being unable to achieve a good job at good wages. This definition includes youth up to and including age 21.**

Young people who are at risk exist on a continuum of vulnerability to under-employability or un-employability. Therefore, the Task Force amplified this definition by positing some of the life conditions that placed youth at risk of being unable to achieve economic self-sufficiency:

* Being unemployed and out of school;
* Being a school-age single parent;
* Being born to a mother who is drug or alcohol dependent;
* Having parent(s) who place(s) little value on education and have negative or low expectations for success for their children.

Additionally, the Task Force outlined some of the behaviors that correlate with at-risk youth:

* Exhibiting disruptive school behavior and chronic school truancy;
* Lagging behind in basic skills/academic achievement;
* Experiencing family trauma such as divorce, separation, death or unemployment;
* Experiencing personal and/or family drug/alcohol abuse;
* Having contact with the judicial system resulting in criminal conviction or designation as an adjudicated delinquent.

These are broad characteristics of youth whose opportunity for entering careers with solid futures is at risk. The increase in the numbers of young people who fit these categories reflects the profound changes in American society which have emerged over the past generation. While the Task Force did not determine the exact number of at-risk youth, it did present some disturbing data:

Overall, New Jersey school dropout rates are between 16 and 23 percent depending on measurement technique. Urban dropout rates are in the 40 to 60 percent range.

Dropouts are 3 1/2 times more likely to be arrested and 6 times more likely to become unmarried parents than those who graduate.

According to the New Jersey Basic Skills Council, too many high school graduates entering college lack proficiency in verbal skills (42%), computation (46%), and elementary algebra (61%).

Graduates from "special needs" public school districts had much greater percentages in the "lack proficiency" category in all areas when compared to public school graduates from "non-special needs" districts.

Even though there was a decline in the estimated youth population, the juvenile arrest rate has remained stable. There were 94,862 juvenile arrests in 1988.

Mothers of children under 6, the fastest-growing segment of new entrants to the labor force in the 1980s, struggle to find childcare solutions. Nationally some 1.3 million latchkey children ages 5 to 14 are left to fend for themselves for much of the day.

In 1987, a total of 50,250 cases of child abuse/neglect were reported to the New Jersey Division of Youth and Family Services. After investigation, 19,288 of these reports were substantiated.

New Jersey's overall unemployment rate is currently 9.4%, with the national teen unemployment rate at 19.8% and the rate for Black teens at 36.9%

These figures portray a dismal picture of the status of youth in our society. Moreover, it is doubtlessly true that the recession now being experienced in America and New Jersey, continues to exacerbate the situation for youth. At the time the first At-Risk Youth Task Force met, the national and state economies were undergoing enormous expansion. Clearly, a contracting economy increases the vulnerability of youth to unemployment, dropping out of school and a host of other negative behaviors.

The Task Force recommendations focus on issues involving preparation for employment and economic self-sufficiency. Clearly, the severity of the problems facing young people requires a series of polices that go well beyond workforce readiness. Pre-natal counseling, teen parenting, drug counseling, the availability of health care and housing, the expansion of Head Start and New Jersey's Good Start program are among the policies required to ameliorate the problems of youth. The Task Force strongly encourages the rapid implementation, at both the national and state level, of a youth oriented strategy. The recommendations that follow are narrower, concentrating on policies to link at-risk youth with the workforce readiness system and, ultimately, to the labor market.

"Traditionally, the American system of education has treated students as either vocational or academic. This distinction has become increasingly inappropriate as the nature of work has changed. Today, graduates of the vocational system must be competent in ways historically reserved for those in college programs, incorporating such skills as critical

thinking, effective communication and appropriate knowledge application, while academic education must engage students in experimental and applied learning."

Governor's Economic Conference: Workforce Quality Task Force

The seven recommendations of the Task Force are interconnected. They are designed to offer students a wider variety of choices than is currently available, as well as to bridge the gap between academic and occupational education. The sweeping nature of the proposed recommendations may mean extension of the school day and year. The Task Force believes that such an approach offers the best way of preparing students and dropouts for the labor market of the future. That market demands a workforce with advanced language, mathematics and reasoning skills. Americans must become a people who can think for a living.

The Commission's **Unified State Plan For New Jersey's Workforce Readiness System** emphasizes lifelong learning because workers will change jobs five or six times during their careers. This means that students must be taught not only a specific set of work-related skills, but also the ability to "learn how to learn." It also means that those students who do not seek a traditional four-year college education when they are in their teens may well do so in their twenties, thirties or even later. Lifelong learning requires an attitude about education that is not defined by age, but by the demands of the labor market as well as the innate desire of people to learn. The trinity of "education, work and retirement" must be amended to make learning constant throughout one's life. The best argument against tracking students in the European or Japanese fashion is that it forecloses future educational options. The vision of the At-Risk Youth Task Force calls for an expansion, not a limitation of individual choice.

The principles derived from learning theory underlying the Task Force's recommendations state that practical learning is important for preparing students for the labor market. This point is buttressed by research in the cognitive sciences which demonstrates that academic learning takes place best in applied contexts such as mentoring and apprenticeships. Additionally, the service-learning movement persuasively argues for an integration of practical experiences into the core academic curriculum.

SPECIFIC RECOMMENDATIONS

"One reason for the nation's 29% high school dropout rate is that young people don't see a clear connection between what they are supposed to learn in class and what they need to succeed in a career."

Why Kids Should Learn About Work
Fortune - Special Report, August 1992

Recommendation 1. Schools must be brought closer to the demands of the labor market. Students must be offered a menu of options during their time in school to help them make informed choices about their academic and career futures. Included in this comprehensive employment oriented program are the following areas:

* career exploration;
* employment experience;
* business mentoring; and
* transition to the world of work.

This program must be made available to **both** in-school and out-of-school youth.

Description:

It is recommended that beginning with grade one, a career education program be developed that provides students with more information on making career choices as well the opportunity to experience specific occupations through a coordination of academic year and summer opportunities. Schools can facilitate the opportunity to acquire more knowledge about the skills required by the world of work as a natural component of the learning environment through various partnerships with business and labor that may include mentoring, job shadowing and work experience.

Drawing on the State of Florida's Blueprint For Career Preparation, such a workforce relevant course of study could include the following six career preparation steps.

A. Beginning in kindergarten through fifth grade, students should develop an awareness of self and the value of work and be exposed to careers and technology.

B. By grade six, students - with the help of the teachers and parents - should assess personal aptitudes, abilities and interests and relate them to careers. They should also learn the role of technology in the world of work.

C. In grades seven and eight, students should set career-oriented goals and develop four-year career plans for grades nine through twelve. These plans may change as they are reviewed annually, but it sets students on a course and provides a basis for curriculum selection. It also gets parents involved.

D. During high school, a new "applied curriculum" will make academic concepts relevant to the workplace, especially in communications, math and science. Vocational courses are coordinated with academic instruction.

E. Students choosing postsecondary education programs should be able to successfully gain employment, advance within their fields or change occupations. These programs include vocational technical centers, community colleges and universities.

F. Educators should intensify efforts to share information and to involve parents, business, and the entire community in this process. Partnerships and the involvement of people beyond educators are critically important.

This is a **systemic** change to the existing K-12 method of delivering academic and vocational education. It is required to bring about real change and obtain for all students the skills necessary to succeed in our society. Special provisions should be developed that deal specifically with those students who are determined to be at risk. A specific programmatic emphasis on easing the transition from school to work should be established. A key part of this effort should encompass, minimally, the last six months of the traditional senior year in high school and at least six additional months of post high school graduation tasks leading to a job placement. The business, labor and the school communities must collaborate in the framing of this comprehensive effort.

For all youth, but particularly those who are at risk, consistent exposure to the world of work is crucial in helping them learn about the norms and expectations of business. For at-risk youth living in the inner city the opportunity for working with and observing the behavior of the business community is vital in helping to shape their ambitions. All too often such youth have a starkly limited vision of the employment possibilities available or the skills they need to succeed in certain occupations.

Recommendation 2. Create youth apprenticeship opportunities as described in the proposed "National Youth Apprenticeship Act of 1992."

Description:

Historically, confusion over the use of the word apprenticeship in contexts other than the strong foundation of traditional craft and industrial "apprenticeship" has created concern among interested parties, particularly organized labor. A first step in developing this new national concept of youth apprenticeship is to reach an understanding among all parties on how to protect

and preserve what currently works in traditional apprenticeships, while expanding approaches identified within "youth apprenticeship."

Youth Apprenticeship, as used in its national context, is an innovative approach to linking students to the labor market in high skill and high wage jobs. New youth apprenticeship opportunities must be forged to vastly expand the choices for young people. While at-risk youngsters in particular need many of the benefits offered by youth apprenticeships (goal orientation, mentoring, income and discipline) it is intended to serve a broad spectrum of youth now lost in the general track in education. As is the case with cooperative education, apprenticeship is an excellent way of fully involving the business and labor communities with the schools.

The proposed federal program envisions a youth apprenticeship agreement which includes commitments by the trainees and parents, employers (including providing a mentor) and the school. The agreement would also include a provision setting forth the educational and occupational credentials to be obtained. Specific components include:

A program of study which meets state education standards;

Instruction to meet academic proficiency in at least five core subjects of English, mathematics, history, science and geography;

Relevance of instruction to the workplace;

Instruction in occupationally specific skills and abilities

A planned program of structured job training;

Development of sound work habits and behaviors;

Instruction in general workplace competencies;

Worksite learning and experience which includes paid work experience, and fulfillment of the employer commitments in the youth apprenticeship agreement;

A provision for career guidance and information.

One model of youth apprenticeships worthy of possible replication in New Jersey can be found in the State of Maine. That model recognizes that youth apprenticeship "...offers a new approach that can break new ground in educating the workforce of the next century." The major features of the Maine Youth Apprenticeship Program are:

Ninth Grade: Career Exploration and Regular Academic Program. Students are encouraged to begin setting education and career goals. They are assisted in this process by Job Specialists who will follow students through their apprenticeships, easing their transition to work.

Tenth Grade: Regular academic programs, testing in core learning (academic skills, motivation, and social maturity), focused career exploration, apprenticeship selection testing and apprenticeship chosen.

Eleventh Grade: First year of apprenticeship consisting of twenty weeks of high school and thirty weeks working for an employer.

Twelfth Grade: Second year of apprenticeship consisting of twenty weeks of high school and thirty weeks working for an employer. Student receives high school diploma.

Thirteenth Grade: Third year of apprenticeship consisting of sixteen weeks in a Technical College and thirty-four weeks working for an employer.

Student receives a one-year Technical College Certificate and Certificate of Initial Mastery. This latter certificate is a guarantee that the student meets the specified standards. If those standards are not met the student can return to school at no cost to the employer.

After graduation, apprentices can continue lifelong learning and obtain Associates, Bachelors or Advanced degrees. The Maine program has self-consciously adapted aspects of the German and Danish apprenticeship systems, but maintains an "Americanized" design to assure students the opportunity to continue with their education if they so choose.

Recommendation 3. The Departments of Education and Higher Education should develop joint strategies for linking cooperative education programs between secondary and postsecondary institutions as well as for improving their quality.

Description:

The lack of connectivity and collaboration between secondary and postsecondary institutions in the area of cooperative education must be addressed. A simplified, career oriented program must be developed that will assure cooperative education students with the training and work experience necessary to obtain a job with a future. Special attention should be paid to assuring that cooperative programs do not teach limited skills leading to dead end jobs.

Cooperative Education has the potential to be a cornerstone of a labor market oriented school system. Key to enhancing cooperative education is organizing it around specific industries, especially those involving small and medium sized firms. To accomplish this, the

Department of Commerce should be asked to help organize industry by sector to rationalize the relationship between business and the schools.

Recommendation 4. Expand summer work experience programs for in-school youth to include structured employment training, job tryout and shadowing. Business partnerships in this area must be expanded. The goal of the summer youth program should be to foster enhancement of employment competencies and general education development of at-risk youth. The summer work experience must be integrated into the regular school year and not be seen as separate from it. In planning for summer work experience programs, Service Delivery Areas (SDAs) should coordinate with FamilyNet.

Description:

Bringing the educational system closer to the labor market requires creative use of the summers. While many students work over the summer, as they do during the school year, programs need to be established to make the summer work experience educationally valuable as well as financially beneficial.

Students need to gain a broader understanding of their work experiences by combining them with systematic teaching of employability skills. Of particular importance in this area is the JTPA summer program. In working with the previous Task Force, the JTPA system made significant strides in fulfilling the goals of the Title II-B summer program by emphasizing classroom training and linkages with local schools. By establishing a joint planning process between SDAs and FamilyNet a more comprehensive series of summer programming would be possible. FamilyNet's role would be to provide JTPA summer youth and their families with the needed social support services.

Recommendation 5. The Department of Higher Education's successful Pre-Collegiate Academic Program, College Bound, must be enhanced and expanded. In addition, the Executive Branch of government in developing implementation strategies for this recommendation should explore other collegiate programs like Trio (a program for academically and economically disadvantaged students) to be utilized in carrying out the objectives of this recommendation, e.g., expanding higher educational opportunities for youth at risk.

Description:

The three goals of College Bound are:

A. Improve urban/minority secondary students' academic achievements and graduation rates;

B. Strengthen student's aspirations for postsecondary education; and

C. Increase the college admission, retention and graduation rates of these students.

All the College Bound programs provide on-campus support services and academic enrichment oriented toward science, mathematics and technology and include the following features:

Four to six week summer program;
Academic year weekday and/or Saturday program;
Individual and group counseling;
Tutoring;
Career awareness speakers, counselors and field trips;
Cultural appreciation and enrichment activities and field trips;
Exposure to positive minority role models; and
Parent programs and enrichment activities.

Trio is designed to retain marginally prepared students in college by offering an array of services which will enhance counseling, guidance, remediation and opportunities for academic enrichment through learning laboratories.

The Task Force strongly advocates closer collaboration between institutions of higher education and the public schools. These cooperative endeavors should include curriculum development, enhanced teacher training and joint programs like Tech-Prep recommended in the Unified State Plan For New Jersey's Workforce Readiness System.

Recommendation 6. Expand the School-Based Youth Services Program. The variety of support services supplied by this program should be more closely tied to the workforce readiness system to meet the needs of youth and their families. To accomplish this, the program's employment component which includes job tryout, community service work experience, job shadowing, among others, should be enhanced.

Description:

The School-Based Youth Services Program provides comprehensive services on a one-stop shopping basis in or near schools during and after normal school hours to children, youth and families. The goal of the program is to have students graduate from high school, obtain employment or continue their education and be mentally and physically healthy and drug free. The program is located in thirty school districts (urban, rural and suburban) across New Jersey, at least one in each county. Additionally, five of these sites are in public vocational high schools. In 1990 the program served over 18,000 students on an individual basis. Just using the individual services figures results in a cost of $200 per pupil making it highly cost effective.

The School-Based Youth Services Program offers a full range of services including recreation, drug counseling, family counseling, mental health, primary and preventive health care and employment assistance. A major reason for the success of the program is that these services are available to all students on a non-categorical basis, thereby, attaching no stigma to

participation. This allows youth, in a safe and supportive environment, to gain access to caring adults who assist in decision-making. By linking education, health, labor and human services professionals in a single program, School-Based has established the partnerships of diverse agencies that are needed to begin to transform the schools.

In 1991, this program won the Ford Foundation/Kennedy School of Government Innovations Award as an exemplary state innovation. The program has been replicated in the States of Kentucky, Iowa, and most recently California. By adapting an explicit employment oriented curriculum consistent with the framework established in the first recommendation, the School-Based Youth Services Program will become a cornerstone in enhancing school and business partnerships. Strong and clearly articulated linkages with the JTPA system should also be expanded.

Recommendation 7. Expand the number of New Jersey Youth Corps program sites and the number of youngsters it serves. Additionally, an explicit vocational education component should be added in order to facilitate the transition between the Corps and the world of work, education and training. Similarly, a first semester college transition curriculum should be developed by the Department of Education (currently responsible for administering the program) and the Department of Higher Education.

Description:

The nationally recognized New Jersey Youth Corps should be expanded to include more program sites to serve more dropouts. Youth Corps currently serves over 1100 dropouts in eleven sites throughout the State. The program's activities consist of one-half day of classroom instruction and one-half day of community service work. The former is geared toward high school completion, usually in the form of a General Education Diploma (GED). The community service component involves Corpsmembers in a range of jobs including housing rehabilitation, the construction of a children's museum, social service and

environment work, among others. Additionally, counseling, employability skills and placement (job and educational) services are part of the program offerings.

The length of the program should be expanded to offer vocational training to those Corpsmembers who seek to enter the labor force. This expansion should also be consistent with the framework established in the first recommendation. Support from JTPA is recommended for this component. This recommendation applies to transition from the Youth Corps to the world of work and should not be construed as changing the philosophy of the Youth Corps or as sanctioning the use of Youth Corps resources for any extraneous purpose.

The community service component of the Youth Corps program will be enhanced by the recent grant from the National Community Service Commission. This grant should, in part, be used to improve the service-learning curriculum of the Corps. A close working relationship

with institutions of higher education, in particular the New Jersey Institute of Technology and the Whitman Center of Rutgers University, should be forged to develop a citizenship service-learning curriculum.

Note: Youth in the criminal justice system are not directly addressed in a specific recommendation. To insure that the impact of this report is linked to youth in the criminal justice system, the State Employment and Training Commission will construct an action plan to relate these recommendations to this group of at-risk youth.

The recommendations contained in this report must be understood as more than the sum of their parts. New Jersey and the nation need to construct a one track educational system that will offer all students occupational and academic experiences. The "general" course of study must be abolished in favor of one that exposes all students to an enriched and varied course of study, balancing theoretical and the applied learning. The goal of such an approach is to offer students the chance to go on to college, engage in tech-prep, cooperative education, apprenticeship or some other school-to-work program. To accomplish this goal, specific linkages between secondary and postsecondary schools are important to insure that all students have the opportunity to extend their education through, at a minimum, grade fourteen.

At-risk youth will especially benefit from this enriched set of options because they need to see the relevance of their time in school to their economic future. Indeed, it is demonstrating the relevance of school to their own ambitions that will encourage students to remain in school and those who have dropped out to return. These recommendations, then, should be seen as part of a long-term strategy to fundamentally alter our vision of educational possibilities. Both the future of the American economy and standard of living of at-risk youth are dependent on producing a high skill and high wage workforce.

The ultimate utility of the Task Force's recommendations will be to instill a sense of personal worth and responsibility in at-risk youth. An individual's sense of his or her self-worth is reinforced when their unique abilities and talents are recognized, developed and used to accomplish purposes that enrich the society in which they live. At-risk youth need the acceptance and affirmation from the rest of society to help them validate their own self-worth. Learning to value work and education are important elements in re-directing the lives of at-risk youth.

These recommendations will offer many more choices for young people and improve the labor pool for employers. They are consistent with the call for collaborative programming articulated by the previous Task Force. The recommendations are also consistent with the overarching goals of the Unified State Plan For New Jersey's Workforce Readiness System. One of the workforce readiness system's greatest challenges is meeting the employment needs of at-risk youth. The Task Force strongly believes that the adoption and implementation of these recommendations will substantially reduce the dropout rate, provide far greater opportunity to youth to obtain decent employment and, in the end, reconnect a generation of youth to the mainstream of American life.